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# 1959 ANNUAL REPORT



## THE GOVERNOR OF THE Virgin Islands

TO THE SECRETARY OF THE INTERIOR



FOR THE FISCAL YEAR ENDED JUNE 30, 1959



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## THE GOVERNOR OF THE Virgin Islands

TO THE SECRETARY OF THE INTERIOR



*For the Fiscal Year Ended June 30, 1959*

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
FRED A. SEATON, *Secretary*  
TERRITORY OF THE VIRGIN ISLANDS  
John D. Merwin, *Governor*


UNITED STATES GOVERNMENT PRINTING OFFICE, WASHINGTON, D.C.

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# 1959 Annual Report of the Governor of the Virgin Islands

John D. Merwin, *Governor*



## Progress and Goals of the Administration

THE GOVERNMENT of the Virgin Islands continued to make substantial progress both in organization and in fiscal affairs during the fiscal year ended June 30, 1959.

On September 25, 1958, John David Merwin was sworn in as the first native-born Governor, succeeding Walter A. Gordon who was appointed Judge of the U.S. District Court for the Virgin Islands.

At the same time, Roy Williston Bornn, also a native-born Virgin Islander, was sworn in as Government Secretary, replacing Mr. Merwin who relinquished that post upon assuming the Governorship.

In his inaugural address, the new Governor stated that there were four outstanding and specific undertakings which required immediate and special attention, namely:

- (a) An adequate supply of potable water for St. Thomas,
- (b) Airport and harbor improvements,
- (c) A modern communication system, and
- (d) Better housing, especially for the lower and middle income groups.

By the close of the fiscal year, some significant progress could be reported on each of these fundamental problems—problems which are closely related to the social as well as to the economic growth of the islands.

St. Thomas experienced an unusually dry season during the winter when hotels and guest houses were filled with guests. Reliance continued upon the short-range solution of hauling and storing a supply

of potable water brought in by barge and tug from Puerto Rico. This condition should be somewhat ameliorated during the coming winter as the Government has contracted for a private carrier to transport a minimum of a million gallons of water weekly.

The water haul, however, is a makeshift—not a permanent—solution. With the authority of the legislature, the Government has contracted with the Virgin Islands Corporation for the purchase of potable water from a distillation plant which Congress has already authorized. It is expected that an adequate distillation plant should be in operation by late in 1961.

In the matter of vital airport and harbor improvements, the year saw an outstanding achievement with a grant offer by the Federal Aviation Agency for the construction of a modern terminal and airport on the island of St. Croix. A contract was awarded, work is now in progress, and St. Croix is assured of adequate and modern airport facilities by May 1960.

As to the airport in St. Thomas, a survey conducted during the year indicates that enlargement of the Harry S. Truman runway is the only feasible solution to the present need for a 5,000-foot runway. Work on strengthening a portion of this runway is now in progress, and plans are being developed for the filling of the bay area to the west of the runway to extend it by approximately 800 feet. These plans may also include the removal of a portion of a hill at the east of the runway to provide additional clearance and also fill for the bay area. It is expected that a major appropriation for this work will be presented to the legislature at its 1960 session.

With regard to harbor improvements, Federal funds for dredging the harbor of St. Thomas, originally authorized in 1937, have not been and probably will not be appropriated as a survey recently conducted by the U.S. Army Engineers resulted in a report that the project is not economically feasible. It may be possible, however, to undertake some limited dredging in strategic areas from local funds in the next year, with the fill to be used for reclaiming other areas needed for wharves and building construction.

With regard to communication facilities, the equipment and plant of the Virgin Islands Telephone System, a government-owned facility, is outmoded, outdated, and inadequate. In this, as in so many areas of utility service in the islands, the rapid economic advances made by the communities in the past few years have far outstripped the availability of local limited facilities. The local government does not have the know-how nor the funds to develop a new and modern system of telephone communications which could keep pace with the progress of the islands.



The legislature and the administration recognized this undisputed fact, and a bill was enacted authorizing the Governor to sell the telephone system. With the assistance of the Department of the Interior and the Rural Electrification Administration, an investigation of basic conditions and needs was made resulting in a survey report which was made the basis of advertising for proposals for the sale of the government-owned system. A condition of the advertisement is that the purchaser shall undertake to install modern dial telephone systems throughout the islands with adequate capacity for present and for future needs.

By the end of the year the proposals received were being evaluated and preparations were being made for a special session of the legislature to authorize the sale to the successful bidder to be determined after studies by the Evaluation Board, assisted by experts of the General Services Administration.

In regard to better housing for the lower and middle income groups, the Virgin Islands Housing and Urban Renewal Authority has in the development stage 634 additional public housing units. In addition, considerable progress has been made in planning emergency housing for displaced families. The use of prefabricated housing is being developed and has been shown to be feasible, capable of rapid development, and relatively economical. The legislature appropriated \$175,000 for this purpose, and by the end of the year one building was under construction with eight rooms, kitchen alcoves, and four bathrooms. Additional units are also in the developmental stage.

In the field of housing for elderly persons, plans are being considered for the eventual construction of such facilities close to the hospitals in order to make medical supervision readily available.

### *Highlights of the Year*

Under the office of the Government Secretary, funds have been appropriated and a contract entered into for the development during the next 2 years, with the aid of skilled consultants, of a modern tax assessment program.

Total revenues collected by the Department of Finance amounted to \$5,224,156.95—the highest in the history of the territory. This represented an increase of 25.5 percent over the revenues of the preceding fiscal year.

Outstanding activities in the Department of Tourism and Trade were the establishment of an office in Puerto Rico and a public relations office in New York City to handle tourist promotion and general publicity. Approximately 164,000 visitors came to the islands and spent approximately \$21 million; 89 cruise ship visits broke all previous records.

The greatest achievement in the field of public works was the awarding of a contract in amount of \$1,302,000 for the reconstruction of the Alexander Hamilton Airport project in St. Croix.

Under the Department of Education two new modern school buildings in St. Croix with a total of 30 classrooms were dedicated and occupied, and 1 old elementary school was reopened. In St. Thomas renovations to existing facilities and the addition of 2 new buildings with 10 classrooms were completed. A million dollars for the expansion of school facilities in St. Thomas was appropriated by the legislature at its 1959 regular session.

In the Department of Health, plans were initiated to provide for the construction of outpatient, laboratory, and office facilities for the Charles Harwood Memorial Hospital in Christiansted. The clinic at Frederiksted was provided with a new X-ray machine. Plans are being made to replace the pre-World War II model X-ray machine at the Knud-Hansen Memorial Hospital in St. Thomas.

The Department of Social Welfare was assigned a new program of providing and managing emergency housing for displaced families. The 1958 congressional amendments to the Social Security Act enabled the department to increase grants to the public assistance caseload of 1,600 by approximately \$3.75 per case.

In the field of public safety, police strength has been improved. A team of traffic engineers loaned to the Virgin Islands by the Commonwealth of Puerto Rico made a survey of traffic conditions and suggested a number of worthwhile improvements.

The Department of Agriculture and Labor conducted a food production program and distributed to farmers several thousand vegetable slips. The vegetables which were harvested under this program were distributed to public institutions as a needed dietary supplement.

In the Department of Property and Procurement an economist from the Commonwealth of Puerto Rico made an excellent report on the subject of containing the spiraling prices of foodstuffs which will be the guidepost for action in the coming year.

Production of 502,716 wine gallons of rum in St. Croix compared with 362,933 wine gallons in the previous year. This would indicate a substantial increase in Federal matching funds to be made available to the islands.

Recognizing that any government's job is much more effectively accomplished if the public is kept well informed, there was established an Office of Information within the office of the Governor. By daily press releases and by a weekly "Know Your Government" radio program, the people of the islands were kept well informed on their government and on its operations.

The Department of Law, a new agency of the government under the office of the Governor, commenced its organization with the appointment of a legal officer as assistant attorney general. Legal services have been badly needed for the various departments and agencies, and the Department of Law will be able to provide such services as well as to represent the government in the municipal courts. By the end of the year legislation was pending in Congress under which the Department of Law would become a separate department of the Government.

### *Legislation*

Two sessions of the Legislature of the Virgin Islands were held—a special session from December 9, 1958, to December 11, 1958; and the regular session from April 13, 1959, to June 11, 1959. Cooperation with and from the legislature is at an alltime high. At the December special session a total of 44 proposals (36 bills and 8 resolutions) were considered, of which 43 were adopted. All bills passed were approved by the Governor. At the regular session 181 bills were proposed and 145 adopted, of which 98 were approved by the Governor, 17 vetoed, 7 pocket vetoed, 21 were resolutions not requiring executive action, and 2 were recalled.

### **Office of the Government Secretary**

The Virgin Islands Code of Laws placed several new responsibilities upon the Office of the Government Secretary and changed markedly many of the old ones. The new undertakings included the overall direction of the 1958 elections to the Virgin Islands Legislature; the development of new procedures governing the licensing of corporations, businesses, trades, and occupations; the development of new procedures for promulgation of the laws of the Virgin Islands and the rules and regulations issued by government agencies; the development of a modern tax assessment program; and preparation for a new unified retirement system which became effective on October 1, 1959.

For the calendar year 1958 a total of 1,776 business and occupation licenses were issued, with total fees collected amounting to \$62,507. By June 30, 1959, licenses for the calendar year 1959 already totaled 1,795 and fees collected totaled \$65,143. The Administrative Assistant to the Governor in St. Croix was designated as the Government Secretary's representative for receiving license applications and fees, initiating the necessary investigations, and forwarding the cleared applications to the Government Secretary. This has greatly expedited licensing operations on St. Croix.

Corporate licensing activities reached a new high during the year,



reflecting the increase in economic activity. Eighty-seven certificates of incorporation for new corporations were issued, as compared with 56 during 1958. Bills for corporation franchise taxes totaling \$11,125.50 were issued.

As Commissioner of Insurance, the Government Secretary had on June 30, 1959, a total of 41 companies listed on the register of insurance companies authorized to do business in the Virgin Islands. Of these, three were new registrations. Forty agents' licenses were issued, as compared with 23 during the preceding year. A total of \$8,564.58 was collected from this source, as compared with \$5,535.49 during the preceding year.

The first elections to the Virgin Islands Legislature since passage of the Virgin Islands Code were held on November 4, 1958. The new law requires the Government Secretary to be responsible in several particulars for the conduct of the elections and coordination of the work of the several election boards. Teamwork was excellent throughout and the election went smoothly except for the physical difficulty involved in tabulating the heavy voting.

The following statistical information regarding the voting is of interest:

	St. Thomas	St. John	St. Croix	Total
Total number of voters registered.....	4, 752	357	4, 651	9, 760
Total number of persons voting.....	3, 742	226	3, 284	7, 252
Highest total votes received by district candidates.....	2, 262	212	1, 469	-----
Highest total votes received by an at-large candidate.....	-----	-----	-----	2, 257

Of the number of persons registered, 74.3 percent voted.

An important step in the development of the records of the Government of the Virgin Islands has been the publication of the Virgin Island Reports. This publication will present an accurate and complete picture of the law of the Virgin Islands as interpreted and construed by the courts. Volumes 1 and 2 have already been issued and include all reported cases up to the year 1953.

### *Emergency Housing*

An appropriation of \$25,000 was made for a pilot project to chart a program to meet the serious emergent needs for housing pending the development of adequate and permanent low-cost housing. By the end of the fiscal year, the order for the first model building was placed and construction was underway. This model building contains eight rooms, with kitchen alcoves, and four bathrooms.

### *Division of Personnel*

The number of positions in the classified and unclassified service on June 30, 1959, was 1,822 as compared with 1,699 on June 30, 1958. This is an increase of 123 new positions. Consistently, every fiscal

year sees a new increase in the number of positions in the government service. This trend must be evaluated in the coming year to determine actual need.

To improve the quality of service of the staff in examinations and certifications, arrangements were made for an authority in the field of tests and measurements to conduct a comprehensive training course in statistics, tests, and measurements. It was a stimulating course and the results should be effective.

The following comparative statistics indicate the activities in examination and certification :

Activity	Fiscal year 1958	Fiscal year 1959
Personnel requisitions processed.....	101	106
Number persons employed—permanent and temporary.....	410	407
Number applications received.....	569	592
Number separations—permanent positions.....	161	204
Number examinations administered.....	124	163
Number persons on eligible lists.....	1,043	1,391

Two major amendments were made to the insular pay plan. One established a special pay schedule for professional and semiprofessional workers in the Department of Social Welfare, and the other provided a new supplement for supervisory duties of teachers and other professional employees of the Department of Education.

Two appeals were heard by the Government Employees Service Commission. In one case the appeal was upheld by the commission, but denied by the Governor. A subsequent appeal was made to the district court. The court upheld the appeal and directed that the employee be reinstated. The second appeal was later withdrawn.

A new retirement law was passed by the legislature to supersede the two former municipal retirement laws. Professional and technical assistance in preparing the law was provided by the Public Administration Service in Chicago.

### *Division of Real Property Assessment and Recording*

Assessments of values of real property for the calendar year 1958 totaled \$28,045,665.62, an increase of \$214,616.82 over last year. The total estimated revenue to be derived will amount to \$350,573.05 as against \$347,889.49 in the preceding year. The following table shows assessments and taxes by districts:

District	Assessments	Taxes
St. Thomas.....	\$15,053,900.00	\$188,174.81
St. John.....	662,700.00	8,284.93
Christiansted.....	7,243,594.40	90,544.92
Frederiksted.....	3,765,744.80	47,071.81
Vicorp.....	1,319,726.42	16,496.58
Total.....	28,045,665.62	350,573.05

A significant event in assessments in the Virgin Islands occurred during the year with the publication of a survey of Real Property Assessment Administration by a firm of management consultants. This survey examined critically the present system of assessment administration and recommended specific action for improvement. By the end of the year, a contract was made with these management consultants to install a modern tax assessment system. This project should require approximately 18 months.

The number of documents submitted to the Tax Division for recording continues to increase. A total of 3,136 documents were received compared with 2,431 during the preceding year. There were 16 tax appeals during the year, 13 from St. Thomas and 3 from St. Croix. The Board of Tax Review held hearings on all of these and upheld the action of the tax assessor on 13 cases, reduced 2 cases and increased 1 case.

### *Industrial Incentive Program*

The industrial incentive program continued to attract new business to the islands. During the year this program provided steady employment and training in various fields and services to more than 2,000 persons, as well as temporary employment for approximately 300 persons in hotel and other construction.

The islands were deeply concerned by bills introduced in the U.S. Congress aimed at limiting severely the operations of the industrial incentive program. To meet the most serious objections to the program, speedy action was taken by the legislature and the Governor to eliminate from the local law the portion granting tax exemption on securities transactions.

Representations were made by the Virgin Islands Government as well as the local chambers of commerce and other organizations to postpone final action on any legislation designed to further limit the industrial incentive program. It would be a serious blow to the economy of the islands to disrupt the program of economic development before the new industries already attracted to the islands shall have taken firm root and until the potential of economic development shall have been more fully realized.

The following tables give information on this program :

*Subsidies on industrial incentive program, 1958*

Type of subsidy	1954	1955	1956	1957	Estimated 1958
75 percent of Federal income tax.....	\$137,716	\$107,011	\$113,740	\$162,215	\$200,000
Local taxes (including custom dues).....	72,617	80,935	138,088	139,047	187,000
Total.....	210,333	187,946	251,828	301,262	387,000

*Employment and earnings in the industrial incentive program*

Type of industry	Number of enterprises	Number of employees	Wages earned
Hotels and guesthouses.....	18	1, 557	\$1, 582, 954. 28
Manufacturing industries.....	24	474	434, 501. 72
Total.....	42	2, 031	2, 017, 456. 00

**Department of Agriculture and Labor*****Experiment Station, St. Thomas***

The Dorothea Agricultural Experiment Station, located on the northern slope of the island of St. Thomas, consists of some 43 acres of land. Of this acreage, approximately 18 acres are utilized for vegetable growing by four farmers who rent various size plots for that purpose.

This station rendered services to and provided necessary facilities for the farmers in the growing of quality vegetables, trial of new crops, soil analysis and fertility, insect and fungus disease control, and other technical information. A plant house is maintained from which over 3,000 plants were sold. The station also maintained stocks of vegetable seeds, insecticides, fertilizers, and decorative plants for sale to farmers.

Rainfall recorded at the station for the year was 39.15 inches as compared with 51.90 inches during the previous fiscal year.

***St. Croix Agricultural Program***

On the island of St. Croix, a demonstration farm, consisting of 7 acres, is in operation at Estate Annà's Hope, displaying the best principles and practices for crops fitted to the soil, climate, economy, and nutritional needs and taste. Five and three-eighths acres were planted in a variety of vegetables and fruit crops.

From this demonstration, the Department of Agriculture and Labor made available to farmers several thousand vegetable seedlings. All surplusage grown on the farm was distributed to government institutions on St. Croix, including the school lunch programs, the hospitals, and the home for the aged.

This demonstration farm is being maintained because of the desire of farmers and residents of rural areas for a program designed to meet their needs in developing productive farming programs. It is intended to make available the necessary facilities and to render the type of service required in connection with the production of foods to serve the people of the Virgin Islands.



### *Division of Labor*

*Workmen's Compensation Administration.*—During the year under review the compensation officers received a total of 426 injury reports, of which 380 were disposed of involving medical costs or compensation for disability. These cases resulted in the issuance of 609 orders awarding a total of \$49,502.62.

A breakdown of the total money value awarded shows:

Temporary total disability -----	\$24, 427. 89
Permanent partial disability -----	7, 292, 95
Medical attendance and hospitalization -----	10, 381. 78
Professional and clerical services -----	5, 375. 00
 Total -----	 47, 477. 62

No cases were appealed to the Government Employees Service Commission. No cases of death or permanent total disability were reported. Despite constantly increasing construction, injuries sustained have been of a relatively minor nature, speaking well for the safety measures being employed in industry. Total collections of insurance premiums for the year amounted to \$112,530.89.

*Fair Labor Standards Act.*—As a result of complaints received of violations of the local fair labor standards act, a total of \$2,277.85 was collected on behalf of various employees representing back wages and overtime compensation. The majority of these cases were settled speedily by visits of the wage officers to the employer's place of business. None of the cases required settlement in court.

An ever-increasing problem, especially in St. Thomas, has been that of the alien worker entering the Virgin Islands through the job clearance system of the Virgin Islands Employment Service. Employers have not been obeying the regulations of the Employment Service with respect to wages fixed by that agency on the basis of prevailing wages. It has been found that while the rate being paid by employers to temporary alien workers was not below the minimum rate stipulated in local laws, these wages, nevertheless, were not paid in accordance with the rates provided by the clearance orders.

*Office of Veterans' Affairs.*—The activities of the Office of Veterans' Affairs were wide and varied, and represented a total of 2,591 contacts with veterans, their dependents, and other beneficiaries. These contacts covered educational matters, loans for homes and businesses, medical and dental care, compensation, pension benefits, death benefits, employment problems, and miscellaneous problems. Excellent cooperation was received from the Veterans' Administration Center in Puerto Rico.

*Finances.*—Total obligations of the Department of Agriculture and Labor amounted to \$65,180.73.



## Department of Education

Many forward steps were made during the year. Three new buildings were put into service; two in St. Croix, the Claude O. Markoe School in Frederiksted, and the Charles H. Emanuel School at Kings-hill; and one in St. Thomas, the Jane E. Tuitt School. In addition, four buildings in St. Thomas received extensive remodeling, repairs, and additions. These were the George Washington School, the Abraham Lincoln School, the Commandant Gade School, and the Nisky School. New rooms were added at the George Washington School. An increased number of teachers have returned from colleges and universities in the United States where they were granted bachelor's and master's degrees.

The tables which follow reveal the growth and expansion of the educational program of the Virgin Islands. It is to be noted, however, that the increasing attendance in all grade levels in the public schools creates the same problems in the Virgin Islands that are being experienced elsewhere. Two most serious problems still to be faced are the lack of teachers needed to reduce the student-teacher ratio in classes in the elementary schools and the need for more adequate modern elementary school buildings in Charlotte Amalie.

### *Elementary Schools*

The outstanding event for the elementary schools was the opening of the three new elementary buildings previously mentioned. The Department of Education now operates 10 elementary schools in St. Thomas, 4 in St. John, and 5 in St. Croix. In addition to these 19 elementary schools, the department provides two teachers for an ungraded school at the Insular Training School at Anna's Hope, St. Croix.

Kindergartens operate in several of the elementary schools. There are four kindergartens in St. Thomas; one in St. John; and two in St. Croix.

Many of the teachers in the elementary division availed themselves of opportunities for self-improvement. The Hampton Institute on-island program offered summer school courses at Charlotte Amalie High School during the summer of 1958.

Total elementary and kindergarten enrollment in public schools was 4,490 at the close of the school year. Parochial and private schools accommodated 2,032 pupils.

### *Secondary Schools*

The two high schools, Charlotte Amalie High School in St. Thomas and the Christiansted High School in St. Croix, continued operation

in their same buildings. These buildings are already becoming too small for the number of students desiring secondary education. Curriculum and grading systems have been improved during the past year.

Frederiksted Junior High School moved into the new Claude O. Markoe building, where it will operate more efficiently. The vocational offerings were more adequate than in the past.

The Virgin Islands Board of Education has continued to insist on teachers with at least bachelor degrees in the high schools, and therefore there has been marked improvement in the quality of teaching.

Total enrollment for public secondary schools was 1,976 when schools closed. Private and parochial school enrollment was 323.

### *Vocational Services*

The availability of additional funds has made it possible to improve the quality of the vocational education offered in the high schools and to assure the instructors of adequate supplies and equipment for such training. An instructor in electricity was added to the Charlotte Amalie High School faculty, thus closing a serious gap. Carpentry, electricity, plumbing, and auto mechanic courses were implemented in both high schools. Commercial sewing was taught in Charlotte Amalie High School, and vocational agriculture in the Christiansted High and Frederiksted Junior High Schools. Students in these classes include regular school students and a number of veterans. The vocational students in Charlotte Amalie built the kindergarten room at the Madison Rural School in St. Thomas.

The vocational rehabilitation program has been moving forward steadily. A counselor was appointed for St. Croix so that all three islands are now well served. Workshops were held in St. Croix and St. Thomas. The caseload has steadily increased and there have been some dramatic examples of rehabilitation of individuals through this service.

### *Libraries and Museums*

Continued growth has characterized the libraries and museums during the year. The principal item which must be noted is the further improvement of library services in the rural areas.

Under the national rural library extension program, a bookmobile was put into operation in St. Croix visiting the villages in the rural areas on a regular biweekly schedule.

With the assistance of some of the vocational students, the courtroom in Cruz Bay, St. John, was fitted for additional use as a library. A librarian has been employed on a half-day schedule to serve the reading public of St. John.

## *Recreation*

Two special appropriations by the legislature, one for baseball clinics and the other for resurfacing the basketball court at Long Bay on St. Thomas, were made. With the sum of \$8,000 appropriated for baseball clinics, it was possible to bring to the islands a number of outstanding figures in the baseball world to interest young people in that sport.

Before the close of the year, plans were being developed for reorganization of the recreation activities by the addition of supervisors of recreation for St. Croix and St. Thomas. Full schedules of sports activities are being arranged including basketball, softball, baseball, and volleyball.

## *Auxiliary Services*

The difficulty of maintaining pupil transportation by the dilapidated government-owned buses was ended. Under a special appropriation, the department entered into schoolbus contracts with private bus operators. By this means the department now attempts to transport all students who live more than 2 miles from the school which they are attending.

The school lunch program was expanded by the addition of an assistant manager for St. Croix, and by the rebuilding of the kitchens in four schools in St. Thomas. The modern, efficient kitchens in the new schools have led to greatly improved lunch service.

## *Miscellaneous*

During the fiscal year 1959 State plans were developed and forwarded to Washington, as required under the provisions of the National Defense Education Act. This will enable the Virgin Islands to participate in four titles of that law; namely, improvement of instruction in mathematics, science, and modern foreign languages; improvement of guidance services; area vocational programs; and improvement of statistical services.

The Department of Education also, for the first time, made an attempt to participate in the provisions of Public Laws 874 and 815 which provide grants in aid for schools in federally affected areas. A preliminary report was forwarded to Washington in connection with application for these grants.

Detailed information regarding enrollment, attendance, teaching staff, receipts and expenditures is provided in the following statistical summaries:

*Teachers employed in public schools, Virgin Islands*

Year:	Total
1954-55 -----	184
1955-56 -----	215
1956-57 -----	207
1957-58 -----	214
1958-59 -----	228

*Expenditures by years (1954-59, inclusive), Virgin Islands*

Year:	Total
1954-55 -----	\$862,759.16
1955-56 -----	1,180,397.94
1956-57 -----	1,107,254.32
1957-58 -----	1,286,009.36
1958-59 -----	1,540,727.21

*Average cost per pupil (1954-59, inclusive), Virgin Islands*

Year:	Total
1954-55 -----	\$117.86
1955-56 -----	141.00
1956-57 -----	137.30
1957-58 -----	151.84
1958-59 -----	<sup>1</sup> 216.97

*Average monthly salaries of teachers according to certification and assignment, Virgin Island, 1958-59*

Certification and assignment:	Salary per month
Master's degree -----	\$423.10
College 4-year -----	327.99
College 3-year -----	285.75
College 2-year -----	237.21
College 1-year -----	191.40
Senior high school graduate -----	171.92
Special service -----	263.55
Special class A -----	358.61
2d-class teachers -----	170.00
Elementary and kindergarten teachers -----	249.13
High school teachers -----	335.05
Supervisors -----	470.00
Average salary per teacher -----	292.84

*Average salary per teacher by years, Virgin Islands*

Year:	Dollars per month
1954-55 -----	\$189.47
1955-56 -----	235.11
1956-57 -----	256.29
1957-58 -----	263.98
1958-59 -----	292.84

<sup>1</sup> This figure represents the current expenditure per pupil in average daily attendance during the school year and includes the net expenditure for school lunch program operation. Average cost per pupil for previous years was based on total enrollment and school lunch expenditures were excluded.



*Miscellaneous data*

	1954-55	1955-56	1956-57	1957-58	1958-59
Number of schools:					
Public (including kindergartens).....	31	28	28	28	29
Parochial.....	8	8	7	8	10
Private.....	5	5	5	5	4
Total.....	44	41	40	41	43
School enrollment:					
Public.....	5,639	5,886	6,192	6,391	6,466
Parochial.....	1,897	1,979	2,032	2,077	2,185
Private.....	310	339	380	228	170
Total.....	7,846	8,204	8,604	8,696	8,821
Public school enrollment:					
Kindergartens.....	325	338	324	312	392
Grades 1 through 6.....	3,846	3,867	4,022	4,122	4,098
Grades 7 through 12.....	1,468	1,681	1,846	1,957	1,976
Total.....	5,639	5,886	6,192	6,391	6,466

*1958-59 public school attendance and membership*

Average daily attendance.....	6,072
Average daily membership.....	6,539
Average pupils per classroom teacher:	
Rural elementary.....	32
Urban elementary.....	42
High school.....	25
Average salary of teachers in public schools:	
Elementary.....	\$2,925.10
High school (academic).....	4,019.56
Teacher training (exclusive of vocational):	
College graduates.....	114
Normal school (2 years or more).....	55
Less than 2 years college.....	42
Other.....	17
Total.....	228
Source of funds:	
General fund.....	\$1,432,290.80
Matching single "i" fund.....	667.48
Federal contributions to—	
School lunch.....	38,516.00
Vocational education.....	40,000.00
Vocational rehabilitation.....	18,871.00
Rural libraries extension.....	10,782.00
National defense education.....	3,222.66
Total funds available.....	1,544,349.94

## Total obligations and expenditures:

General fund-----	\$1, 428, 860. 50
Matching single "i" fund-----	475. 36
Federal funds -----	111, 391. 26
Total -----	1, 540, 727. 21

## Expenditures per pupil exclusive of adult education and com-

munity services-----	\$216. 97
Average daily participation in school lunch program 1958-59----	4, 862
Total number of meals served-----	836, 129

NOTE.—No figures are available on the value of school lunch commodities donated by the U.S. Department of Agriculture; therefore, the cost per pupil participating in school lunch could not be stated this year.

## Department of Finance

Revenues and receipts collected during the fiscal year were the highest in the history of the territory, and represent nearly a 100-percent increase in revenue return over a 4-year period.

As of June 30, 1959, the assets of the Government of the Virgin Islands amounted to \$21,698,468.70; its liabilities, \$1,704,433.30; and its net worth, \$19,994,035.40.

As of June 30, 1959, the balance of cash on hand in the treasury of the Government of the Virgin Islands amounted to \$6,959,718.59.

### *The General Fund*

At the close of the fiscal year the general fund, the principal operating fund of the Government, showed a surplus of \$862,802.05 over known obligations outstanding of \$403,250.22. This is the third consecutive fiscal year that there has been sufficient money in the general fund to finance the operations of the government at the beginning of a fiscal year without recourse to deficit financing.

Cash balance in the Federal appropriation matching single "i" fund, the Federal appropriation essential public projects double "i" fund, as well as the various other special and nonbudgetary funds, also showed surpluses. The high level of income reached in government during the fiscal years 1957 and 1958 was not only maintained, but was again surpassed in fiscal year 1959.

During the fiscal year, general fund revenues collected amounted to \$5,224,577.84, an increase of \$1,063,188.59, or 25.5 percent over similar collections in fiscal year 1958.

Principal sources of revenues and receipts were (a) taxes, (b) customs duties, (c) income from government operations and services,

and (d) the Federal Government's matching fund contributions. Taxes amounting to \$4,640,715.82 constituted 88.8 percent of the revenues that accrued to the general fund of the treasury of the Virgin Islands. Of these taxes, the income tax accounted for \$3,054,223.06, or 65.8 percent of all taxes collected; taxes on business, either direct or indirect, accounted for \$988,183.14, or 21.2 percent; customs duties, \$284,000, or 6.1 percent; real property taxes, \$276,349.18, or 5.9 percent; inheritance taxes, \$37,960.44, or 0.08 percent. Revenues from government services or operations amounted to \$284,410.79, or 5.4 percent of all revenues.

### *Road Fund*

This fund was established in 1957 by legislative enactment which provided that all taxes upon the sale of gasoline and all fines imposed by the courts for violation of traffic laws, should be deposited therein. During the fiscal year, revenues collected and deposited into the road fund amounted to \$166,133.70, an increase of \$10,861.82, or 6.9 percent, over that of fiscal year 1958. Of this amount, \$157,137.70 represented collections from taxes on the sale of gasoline, and \$8,996.00 from the collection of fines imposed for violation of traffic laws.

### *Federal Matching Funds*

Contributions by the Federal Government of matching funds for the fiscal year, based on fiscal year 1958 net revenues as certified by the Government Comptroller of the Virgin Islands, amounted to \$3,872,865.16, an increase of \$493,731.95, or 24.6 percent, over matching funds received during the previous fiscal year.

Revenues collected during fiscal year 1959, on which the net revenues as certified by the Comptroller are based amounted to \$5,108,283.32. Of this amount, \$4,940,167.05 represents revenues applicable to the general fund, \$166,008.70 represents collections of revenues applicable to the road fund, and \$2,107.57 represents collections of revenues from the law library and game and wildlife funds.

### *Federal Contributions*

During the fiscal year, the Federal Government's contributions to grant-in-aid programs and other programs amounted to \$730,510.25, an increase of \$73,935.19, or 11.2 percent over the previous fiscal year.

### *Government Expenditures*

All obligations incurred and expenditures made by the various departments, agencies, and activities of the government during the fiscal year 1959 were within the limits authorized and allotted, and no over-

obligations or overexpenditures of funds were made by any department, agency, or activity of the government.

Of the total amount of \$7,896,602.05 expended by the government, \$5,090,779.05 was expended from the general fund; \$2,340,024.33 from the Federal appropriation single "i" matching fund; and \$465,798.67 from the Federal appropriation essential public projects double "i" fund.

Of the total amount of \$7,896,602.05 expended, \$6,849,037.03, or 87 percent, was spent for operating expenses, and \$1,047,565.02, or 13 percent, for general expenses. Of the \$6,849,037.03 operating expenses, \$1,479,446.45, or 21.6 percent, was expended for health services; \$1,386,648.33, or 20 percent, for education; \$1,342,781.04, or 19.6 percent, for public works; \$449,741.29, or 6.5 percent, for public safety; \$442,656.39, or 6.4 percent, for welfare services; \$113,220.39, or 1.6 percent, for legislature; \$157,569.73, or 2.3 percent, for tourism and trade; \$126,823.89, or 1.8 percent, for the office of the Comptroller of the Virgin Islands; \$884,350.85, or 13.4 percent, for other administrative and executive agencies of the government; and \$465,798.67, or 6.8 percent, for essential public works projects.

Expenditures from the special and nonbudgetary funds of the government during the fiscal year 1959 amounted to \$2,777,165.19. Disbursements from the payroll and special deposit funds during the fiscal year 1959 amounted to \$6,110,460.02.

On June 30, 1959, there were unliquidated obligations outstanding (obligations incurred during the fiscal year 1959 to be liquidated during fiscal year 1960) totaling \$984,274.47 and distributed as follows:

General Fund .....	\$403, 250. 22
Federal appropriation matching single "i" fund .....	139, 729. 82
Federal appropriation double "i" essential projects fund .....	369, 757. 89
Special fund .....	66, 224. 88
Enterprise and revolving fund .....	5, 311. 66
Total .....	984, 274. 47

### *Department's Operations, Programs, and Policies*

Improvement and progress continued in the functioning of the department during fiscal year 1959. The Internal Audit Section established in the latter part of fiscal year 1958 is now on a functional basis. Most of the year has had to be devoted to the orientation and training of its personnel. Because of this fact, and also the high rate of turnover and replacement in its personnel during the year, its audit functions were necessarily restricted. Though limited in its functions, however, its activities proved the necessity and desirability of such a section within the department and justified its establishment. If the problem of personnel turnover can be resolved, thereby avoiding the



necessity for continuous reorientation and retraining of new personnel, its program for fiscal year 1960 should contribute considerably to the overall improvement and efficiency of the accounting functions of the government.

There has been continued improvement in the accounting system of the government. In the Accounting Division, all general ledgers and appropriation and fund accounts are maintained on a reasonably current basis, and information is now available for assuring full information on the results of the financial activities of the government.

In the Treasury Division all payrolls are paid on the dates provided for by statute, and all general disbursements on a schedule that assures prompt payment of all claims and vouchers against the government. As the figures on revenue returns show, there has also been improvement in the Tax Division's program of enforcement and collection of income and general taxes.

Special attention has been given to deficiencies reported in audit reports of both the Comptroller of the Virgin Islands and the Comptroller General of the United States. Insofar as is possible, they have been corrected and the recommendations made therein carried out.

Cardpunching accounting equipment was received and installed during the latter part of the fiscal year, and an intensive program of training given the personnel of the department assigned to its operation. Operation of this equipment on a "trial run" basis has proven satisfactory and it will be placed in full-scale operation on selected accounting and financial functions beginning July 1, 1959, and its use progressively expanded until all accounting and financial functions of the department are on a mechanized basis.

During the fiscal year 1960 studies will be made to determine the desirability and feasibility of revising the present accounting system to provide for mechanization of all accounting functions of the government.

## Department of Health

The Department of Health, which was reorganized during the preceding fiscal year, has had a year in which to have its effectiveness evaluated. There seems to be no doubt that there has been some improvement in the establishment of a well-integrated program with better defined lines of authority. It is equally apparent that some additional changes are necessary. No change has been made, nor should be made, in the most desirable condition, that whereby the Virgin Islands Department of Health is the only health department where there is true integration of medical care, hospital services, and

## Comparative statement of revenues, fiscal years 1952-59

	General fund							
	1952	1953	1954	1955	1956	1957	1958	1959
<b>Taxes:</b>								
Real property taxes.....	\$167,796.00	\$206,424.00	\$211,300.00	\$230,611.00	\$218,210.47	\$268,632.28	\$278,587.49	\$276,349.18
Income taxes.....	645,454.00	720,314.00	915,045.00	1,059,632.00	1,549,309.68	1,863,494.09	2,239,414.96	3,054,223.06
Inheritance taxes.....	10,115.00	8,324.00	6,268.00	15,935.00	3,721.26	13,489.47	13,304.82	37,960.44
Stamp taxes.....	17,690.00	18,168.00	25,603.00	44,017.00	4,521.25	35,718.60	50,498.17	97,151.92
Trade, excise, and gross receipts taxes.....	348,694.00	549,611.00	659,558.00	585,308.00	393,686.64	669,292.82	719,961.74	886,513.22
Transportation taxes.....	19,145.00	23,155.00	22,962.00	20,467.00	12,552.24	268.00	---	---
Customs duties.....	25,526.00	53,460.00	65,756.00	89,928.00	151,100.00	222,000.00	295,000.00	284,000.00
Licenses, fees, and permits.....	47,611.00	49,636.00	56,692.00	66,955.00	43,533.88	102,590.54	260,227.93	269,747.30
Automobile license fees.....	43,086.00	52,749.00	58,504.00	66,921.00	65,630.66	87,599.77	(1)	---
Amusement taxes.....	4,044.00	5,230.00	4,225.00	2,826.00	1,428.11	7,123.71	(2)	---
Gasoline taxes.....	62,870.00	80,900.00	95,236.00	107,771.00	110,299.66	152,716.69	(3)	---
Corporation franchise tax.....	---	---	---	---	---	---	---	4,518.00
Fines, forfeits, and penalties.....	---	---	---	---	---	---	15,264.12	29,155.49
Interest on government funds.....	---	---	---	---	---	---	356.94	548.44
<b>Total taxes.....</b>	<b>1,392,031.00</b>	<b>1,767,971.00</b>	<b>2,121,149.00</b>	<b>2,290,371.00</b>	<b>2,553,993.85</b>	<b>3,422,925.97</b>	<b>3,872,616.17</b>	<b>4,940,167.05</b>
<b>Other revenues:</b>								
Court costs, fees, and charges.....	30,838.00	37,014.00	33,320.00	29,204.00	38,932.33	18,299.62	10,533.69	10,403.50
Wharfage and ship fees.....	36,209.00	27,595.00	37,565.00	36,910.00	26,713.00	31,358.50	31,857.75	32,155.00
Medical service fees.....	19,242.00	24,258.00	53,707.00	68,334.00	80,245.62	66,992.69	70,740.85	72,154.34
Sanitary service fees.....	5,282.00	5,961.00	5,427.00	6,436.00	16,097.05	20,297.89	30,150.88	27,855.02
Water supply system.....	---	---	---	---	---	69,736.18	97,897.39	91,818.90
Miscellaneous receipts.....	49,963.00	58,599.00	103,482.00	348,873.00	195,793.23	55,573.61	47,592.54	50,024.03
<b>Total other revenues.....</b>	<b>141,534.00</b>	<b>153,427.00</b>	<b>233,501.00</b>	<b>489,757.00</b>	<b>357,781.23</b>	<b>262,158.49</b>	<b>288,773.10</b>	<b>284,410.79</b>
<b>Grand total other revenues.....</b>	<b>1,533,565.00</b>	<b>1,921,398.00</b>	<b>2,354,650.00</b>	<b>2,780,128.00</b>	<b>2,911,775.08</b>	<b>3,685,084.46</b>	<b>4,161,389.27</b>	<b>5,224,577.84</b>

<sup>1</sup> In licenses.<sup>2</sup> In trade taxes.<sup>3</sup> In road fund.

public health services. This set-up, one for which the department has long been commended by the various investigators and survey teams in both the medical care program and the public health services, serves, in addition, to attract many inquiries as to how it works since, where size permits, it is conceded to be the most desirable organizational pattern.

A comprehensive study of the reconnaissance management survey which was conducted by a team of experts from the central office of the U.S. Public Health Service, and the recommendations of which have been partially applied, has also had the benefit of a long backward look. The recommendations, basically sound, have shown a need for refinement in some areas, especially those of maternal-child health.

It is the hope and desire that the changes and reassignments already effected, and to be made in the future, will serve to relieve the Office of the Commissioner of Health of the direct day-to-day responsibility on the immediate level of the supervision of the functions of various units. When these units become sufficiently self-containing, the Office of the Commissioner will then be able to devote itself to the long-range planning which is necessary.

### *Bureau of Vital Records and Statistical Services*

The calendar year 1958 brought a record number of live births in the Virgin Islands. There were 1,130 births recorded, a marked increase over 1957 when there were 1,080 live births. The birth rate was 36.1 per 1,000 estimated population. In St. Croix there were 491 live births with a rate of 35.0 per 1,000, also a record for that island, the previous high being 485 in 1957. In St. John there were 22 live births with a rate of 26.2. In St. Thomas there were 617 live births with a rate of 37.6. In St. Croix, 87.1 percent of all live births occurred in hospitals. In St. John, 77.3 percent, and in St. Thomas, 99.0 percent.

There were 342 deaths in 1958 and a death rate of 10.9 per 1,000 estimated population—a slight increase over 1957 when there were 236 deaths and a death rate of 10.7. In St. Croix there were 182 deaths with a rate of 13.0, a slight decrease from 1957 when there were 198 deaths with a death rate of 14.4. In St. Thomas there were 151 deaths with a death rate of 9.2. This is a substantial increase over 1957 when there were the lowest mortality figures on record—125 deaths and a death rate of 7.8 per 1,000 population. There was also an increase in the death rate in St. John where there were nine deaths with a rate of 10.7, as compared to three deaths with a rate of 3.6 in 1957.

The age distribution and leading causes of death follow. There was a very slight increase in deaths under 45, as compared with the encouraging decrease in 1957. In the age groups over 44, the figures showed very little difference from those of 1957.

*Age distribution*

	Number	Percent of all deaths
Under 1 year.....	51	14.9
1-4 years.....	9	2.6
5-14 years.....	7	2.1
15-24 years.....	9	2.6
25-44 years.....	27	7.9
45-64 years.....	63	18.4
65-74 years.....	72	21.0
75 years and over.....	102	29.8
Age unknown.....	2	.6

*Leading causes of death*

	Number	Rate	Percent of all deaths
Diseases of the heart.....	111	355.2	32.5
Certain diseases of early infancy.....	32	102.4	9.4
Malignant neoplasms.....	30	96.0	8.8
Diseases of central nervous systems.....	27	86.4	7.9
Accidents.....	25	80.0	7.3

There were 51 infant deaths and an infant death rate of 45.1 per 1,000 live births. This was a slight decrease from 54 infant deaths and an infant death rate of 52.0 in 1957, but far too high when compared with the general U.S. rate of 26.9 in 1957. For St. Croix the figures are 25 infant deaths at the rate of 50.9, a decrease from 32 infant deaths and a rate of 66.0. The St. Thomas figures are 26 deaths and a rate of 42.1, an increase over 1957 when there were 21 deaths and a rate of 39.3. No infant deaths were reported for St. John.

The leading causes of infant deaths were:

	Number	Rate	Percent of Total
Prematurity.....	15	13.3	29.4
Asphyxia and atelectasis.....	10	8.8	19.6
Gastroenteritis and colitis.....	10	8.8	19.6
Pneumonia (all forms).....	4	3.5	7.8
Accidents.....	3	2.7	5.9

There were 41 fetal deaths in 1958 with a rate of 36.3 per 1,000 live births, a slight increase over 1957 when there were 39 fetal deaths and a rate of 37.5. In St. Thomas there were 25 fetal deaths with a rate of 40.5, while St. Croix accounted for 16 fetal deaths and a rate of 32.6 per 1,000 live births.

There was an increase in marriages and divorces in 1958 in comparison with 1957. There were 330 marriages and 132 divorces in 1958, whereas in 1957 there were 278 marriages and 117 divorces. Of marriages dissolved, 41.6 percent were performed in the islands.



Population estimates as of July 1, 1958, are based upon natural increase with allowance for migration. The estimated population used by the Department of Health was 31,250; for St. Croix, 14,023; for St. John, 839; for St. Thomas, 16,388.

### *Boards and Commissions*

During the past year, the omnibus Board of Examiners for Medicine and its Allied Professions was abolished. This board, long an oddity in the realm of professional examination and licensure, was broken into its component parts, and each part placed under the Office of the Commissioner of Health. With the markedly increasing interest being demonstrated toward the Virgin Islands by professional people abroad, it became necessary to place the operation of these boards on a firm, sound, and impartial footing.

### *Division of Hospitals and Medical Services*

Considerable time and effort were given to careful planning for the construction of additional medical facilities. Under consideration is the construction of a 24-bed chronic disease wing to supplement the 60 beds at the Knud-Hansen Memorial Hospital in St. Thomas. Of more pressing urgency, however, has been the need for creation of additional outpatient facilities at the Charles Harwood Memorial Hospital on St. Croix. Plans are almost completed for the construction of an outpatient public health clinic located on the grounds of the Charles Harwood Memorial Hospital in Christiansted which is expected to provide adequate office space for physicians and nurses, adequate examination rooms, improved laboratory facilities, as well as remove the overcrowding now present in the lobby of the main hospital.

In process of formulation is a long-range plan to provide continual use of Hill-Burton Federal grant funds as they become available. The growth of the permanent population, particularly in the old-age group, during the past 10 years has demonstrated clearly that any planning not taking into account the growth which the islands are now undergoing and which is expected to continue, would be short-sighted and will serve an extremely short period of usefulness.

### *Knud-Hansen Memorial Hospital*

The physical plant of the Knud-Hansen Memorial Hospital was undergoing considerable renovation from routine maintenance and repair funds as the year drew to a close. A crash program designed to make such repairs as are most urgently needed was commenced. The concept of continuous maintenance, rather than periodic complete rehabilitation, was firmly established.

One meeting was held of the governing board of the hospital. This was an exploratory meeting. In principle, it is most desirable since it brings together key men in the department with representative and influential individuals in the community, and provides a type of liaison with the public not otherwise obtainable.

The Knud-Hansen Memorial Hospital applied for and was accepted for membership in the American Hospital Association, a basic requirement for accreditation. Unfortunately, there were a great many changes in the medical staff. With the magnitude of these changes there were and still are considerable difficulties in providing adequate vacation time for the employees. Attempts are being made to get the externship program on a sounder basis with more continuity. In addition, the concept of providing resident physicians to insure 24-hour, 7-day-a-week coverage, is receiving active attention.

Given top priority was the discontinuance of the untenable practice of combining pediatrics and nursery under one staff, thus exposing the newborn in the nursery to diseases present on the wards. Although long a desirable goal, budgetary restrictions had prevented its accomplishment. This problem, as in so many other areas, actuates the difficulty of recruiting enough trained personnel.

The inservice educational program for nurses' aids has been proving successful. The 60-hour comprehensive course outlined has been followed and the aids promoted as soon as positions became available. The medical staff also is cooperating in recognizing and making better use of teaching opportunities between doctor and nurse.

The outpatient department, including all of the general and special clinics, shows more than any other area the extent to which the islands have outstripped the facilities available. The clinics are crowded—a condition created both by inadequate examining space and examining personnel. In addition to clinics now held, it is hoped within the coming year to establish a cancer detection clinic.

The hospital continued to transfer to King's Hill Home for the Aged, the Queen Louise Home, and the home care program, several patients with chronic illnesses. Extension of the home care program, plus construction of facilities near at hand so that the patients are not removed from their friends, will have to be considered.

Considerable increase in the activities of the hospital pharmacy occurred during the year, and there were marked improvements in maintenance of controls and stock records.

The physical plant at the Knud-Hansen Memorial Hospital has reached a stage where, after 6 years, unless certain major consideration is given immediately, untold expense might be incurred in attempting to rehabilitate the building.

There were several private donations to the hospital during the year. Some donations were earmarked for the neuropsychiatric beds, anesthesia machine, drugs and supplies, oxygen equipment for medical and surgical and pediatric units. In addition, one labor room was completely equipped, including airconditioning by private donation.

### *Charles Harwood Memorial Hospital and Frederiksted Clinic*

Most of the comments made concerning the Knud-Hansen Memorial Hospital, as far as physical plant and overcrowding are concerned, are equally true in relation to the Charles Harwood Memorial Hospital, and to a lesser extent in regard to the Frederiksted Clinic, both on St. Croix. The work of the outpatient clinic has probably more than quadrupled over the past several years. Lobby space is overcrowded. Bed space is at a premium.

A new, modern, and completely equipped ambulance for the Frederiksted Clinic was obtained, replacing one more than 11 years old. An ambulance for Christiansted to replace one that is more than 5 years old has been ordered. By combination of efforts of the Women's Auxiliary and by contributions furnished by employees themselves, most of the interior of the Charles Harwood Memorial Hospital was painted.

The same decision to create and maintain a separate nursery staff that was made for the Knud-Hansen Memorial Hospital is also applicable to the Charles Harwood Memorial Hospital. It is anticipated, however, that there will be difficulty encountered in filling all positions.

The medical staff organization continued to operate. The extern program mentioned in connection with the Knud-Hansen Memorial Hospital is applicable also in St. Croix, and some attempts have been made to staff the Frederiksted Clinic at various times with externs. The home care program for St. Croix has been delayed due to lack of transportation. However, this problem has now been solved and recruitment for nurses and other personnel to staff the program is in progress.

In the nursing staffing pattern it became quite obvious here, even more than at the Knud-Hansen Memorial Hospital, that many of the positions budgeted, particularly those of practical nurses, could never be filled. Since there is no pool of practical nurses, it became quite clear that the only way to fill these positions would be to start a practical-nurse-training program. With the cooperation of the Department of Education, at the year's end, satisfactory progress was being made. It is hoped to have the first graduating class of practical nurses at the end of September 1960.



*King's Hill Home*

During the last session of the legislature, authority was granted the Governor to transfer the King's Hill Home from the Department of Health to the Department of Social Welfare. For some time it has been clear that some change should be made here. What is contemplated, however, is not merely administrative change, whereby another department inherits the problems now carried by the Health Department, but rather a total reassessment of the needs of the King's Hill Home for the Aged together with a realistic approach of the role which King's Hill Home must play in the community.

An additional factor to be considered is an indication of interest in the Bureau of the Budget in Washington that all the mental patients of the Virgin Islands, now at St. Elizabeths Hospital in Washington, D.C., eventually be returned. This poses a problem as to what extent the King's Hill Home will serve as a residence for persons who are mentally unbalanced. The consideration given in the past to the remodeling of the home and the institution of new policies has limited itself to the care of those patients not in actual need of intensive psychiatric care but merely of nursing home care.

*Hospital statistics—Virgin Islands*

	Charlotte Amalie	Christian- sted	Frederik- sted	King's Hill Home
Number of beds.....	130	62	12	136
Number of bassinets.....	25	11	4	0
Average occupancy.....	94	50	10	113
Peak occupancy.....	128	69	19	118
Minimum occupancy.....	92	31	1	108
Number of physicians.....	13	7	2	(1)
Number of graduate nurses.....	37	22	7	5
Number of student nurses.....	0	0	0	0
Total employees.....	206	128	36	27
Births in hospital.....	618	292	130	0
Births out of hospital.....	12	39	16	0
Deaths in hospital.....	113	74	29	38
Deaths out of hospital.....	54	37	9	0
Stillbirths.....	19	14	3	0
Admissions to hospital.....	2, 978	2, 069	708	39
Sick days in hospital.....	39, 564	21, 556	3, 983	40, 719
Clinic visits.....	28, 372	19, 366	9, 877	0
Major surgical cases.....	271	277	0	0
Minor surgical cases.....	410	198	0	0
Number of blood transfusions.....	294	100	29	0
X-ray examinations.....	3, 711	2, 146	0	0
Chest X-rays (photoroentgen).....	946	55	0	0
Chest X-rays (large).....	1, 081	589	0	0
Laboratory tests.....	46, 303	31, 575	14, 697	0

<sup>1</sup> Part time.

*Division of Public Health Nurse Services*

Recognizing that one of the most effective ways to include nutrition in the health program is through consultant services to professional personnel responsible for other areas of the total program, emphasis was placed on the aspect of nutrition. A total of 178 individual conferences were held with professional personnel from the Department



of Health, Education, and Welfare. Direct service to patients referred from clinics by physicians and nurses was also provided.

Nutrition was included as part of the inservice training program for nurses' aids. Among the most noteworthy services were those provided to the diabetic control program. Dietary education conferences were held with 66 individual diabetic cases.

Attempts were made in meetings of parents to have a wider acceptance of the school lunch program.

Although there has been a steady increase in the dental services rendered, the need exceeds and continues to outstrip the services rendered. The Director of Health Services completed 1 year of dental public health training at Columbia University School of Public Health Administrative Medicine in New York City. Two dental hygienists spent a year at Northwestern University in Illinois and at Community College of Applied Arts and Sciences in New York. A total of 4,274 schoolchildren and 846 adults were treated in the dental clinics.

A school health program got underway during the month of April and two laboratory technicians were recruited to work specifically for this program. Because of the late start in the program, the number of children able to receive examinations was less than desirable. Concise plans for the coming school year have been made.

Efforts are being made to rejuvenate the district clinics in St. Croix and St. Thomas, and repairs have been commenced on the clinics on the South Side in St. Thomas and at Grove Place in St. Croix. As is true in the main hospitals, attendance at these district clinics is increasing steadily.

### *Bureau of Environmental Sanitation*

One of the big problems, sanitationwise, has been for a long time the method of sewage disposal. There are four methods of sewage disposed generally used: (1) sanitary sewers with final disposal by sewer outfalls; (2) septic tanks discharging into drain fields or seepage pits; (3) pit privies; and (4) the nightsoil removal system. A sanitary survey of properties in the three towns in the Virgin Islands reveals the following information:

	Total dwellings	Percent pit privies	Percent surface privies	Septic tanks	Connected to sewer	No facilities or using public toilets
Charlotte Amalie.....	2, 143	12. 0	39. 4	4. 0	41. 5	3. 1
Christiansted.....	762	12. 4	55. 6	8. 3	25. 4	3. 0
Frederiksted.....	385	61. 3	16. 1	4. 4	35. 0	3. 2

In Christiansted 4.7 percent and in Frederiksted 20 percent of dwellings have pit privies or surface privies in addition to sewer connections.

In Charlotte Amalie, 1,102 properties are still dependent on nightsoil removal service from pit and/or surface privies. Of these, 901 properties, or 81.8 percent, are exempted under the provisions of existing law from mandatory connection to waterborne sewer facilities. These are properties valued at \$1,000 or less and superfiary houses (houses owned by persons who do not own the land on which the houses are located). In Christiansted there are 516 properties dependent on the nightsoil removal service, of which 238 properties valued at \$1,000 or less and superfiary houses are exempted by law from connecting to the sewer system. In the town of Frederiksted, 298 properties are dependent on the nightsoil removal service of which 123 are similarly exempted.

A distinct forward step toward the eventual elimination of the nightsoil removal service was taken by legislation passed at the 1959 regular session of the Third Legislature which authorized the Governor to issue proclamations declaring that all buildings within a certain area of the town limits of the Virgin Islands shall be connected to the public sewer system within 1 year. Unfortunately, the legislature did not adopt a recommendation of the Governor that the exemptions provided in existing law for superfiary houses and properties valued at \$1,000 or less should be removed.

Nevertheless this new act provides a progressive method whereby over a period of 5 years it is hoped to curtail drastically the nightsoil removal service, if not eliminate it entirely. It is pertinent to point out that the apparent intent of protecting the smaller property owners by maintaining these exemptions under law actually operates to the contrary. By maintaining these exemptions, the government is contributing to the continuation of a substandard condition with a sewage disposal system directly affecting the health of the people.

The bureau maintained a weekly check on the public water supply on both islands. In St. Thomas, bacteriological quality and chlorine residual is determined. The check in St. Croix is confined to the chlorine residual. The water is of good quality and no coliform bacteria have ever been isolated.

Another service rendered is the chlorination by the batch method of cisterns of business places and government buildings serving 50 or more people per day. Samples of water are taken regularly from these cisterns for bacteriological analysis.

Item :	1958	1959
Number of cisterns chlorinated.....	2, 236	1, 932
Number of water samples, bacteriological analysis.....	1, 711	1, 095
Number of samples, chemical analysis.....	187	127

Four dairy farms in St. Thomas were inspected monthly and a sample of milk taken each time for analysis. The one pasteurization plant was also inspected monthly and a sample of milk taken for analysis. St. Croix made a great stride forward with the opening of the islands dairies pasteurization plant.

Routine monthly inspections were made of 174 taverns, bars, restaurants, and hotels on St. Thomas, and 91 similar places in St. Croix.

Plans were made for the institution of a generalized *Aedes aegypti* (yellow-fever-bearing mosquito) eradication program in St. Thomas. By the end of the fiscal year, the legislature had passed the necessary funds for this project, and plans are now underway to start the program shortly after the beginning of the new year. It is planned to extend the program to St. Croix next year.

Beaches and swimming areas are free of pollution. There is no discharge of domestic sewage into such areas. The harbors of Charlotte Amalie and Christiansted, however, are polluted. Construction will begin during the fiscal year 1960 on an interceptor sewer and outfall to take sewage from Christiansted across the reef into deep water. This should remove all pollution by domestic and industrial sewage from Christiansted Harbor.

A full-time sanitation inspector was stationed in St. John during the year. Sanitary problems on that island are becoming more complex as the population increases and more people visit the new national park.

### ***Bureau of Laboratories***

The increase in the services being rendered by the Bureau of Laboratories reflects both the increase and improvement in medical care, and the continued emphasis on the aspects of preventive medicine. The number of laboratory tests now capable of being performed in the laboratories of the Virgin Islands approximate those of any class A hospital in the United States. A total of 90,878 tests were performed in the three laboratories during the year.

### ***Bureau of Mental Health***

The year marked the 10th anniversary of mental health services in the Virgin Islands, the program having commenced in May 1949. The growth since then has been rapid and spectacular. That the need has outstripped even the rapid growth is apparent when the following



statistics are taken into consideration—the Virgin Islands at the present time has 138 patients at St. Elizabeths Hospital in Washington, D.C. In addition, there is a census of between 18 and 20 at most times on the neuro-psychiatric service of the Knud-Hansen Memorial Hospital in St. Thomas.

From its inception, the mental health program in the Virgin Islands has been closely affiliated with mental health activities at the Federal level and elsewhere in the world. This culminated during the past year in the staging in St. Thomas of the Second Caribbean Conference on Mental Health, an extremely noteworthy accomplishment and one which brought together top men in the field of mental health from all over the world.

### *Division of Veterinary Medicine*

In an effort to determine the amount of anaplasmosis prevalent in the Virgin Islands, a survey made possible through the cooperation of the Government of the Virgin Islands and the U.S. Department of Agriculture was begun. Six thousand blood samples were taken from selected herds in St. Croix and tested by the laboratories of the U.S. Department of Agriculture. When results showed that 62 percent of the animals tested were positive, an agreement was executed between the Government of the Virgin Islands and the U.S. Department of Agriculture for the survey, the Government of the Virgin Islands furnishing personnel to collect blood samples and to ship them to the anaplasmosis laboratory, and the Department of Agriculture furnishing personnel and material for testing and retesting. The report of this survey indicated that there is a high incidence of anaplasmosis in St. Croix. The probable vector is the cattle fever tick. The complete eradication of the cattle fever tick would involve the elimination of the deer which, previously tried, proved almost impossible.

To initiate a modified tick eradication program, funds were made available to purchase toxophine, a most effective insecticide dip which has been found to be much more deadly against the cattle fever tick than the arsenical compounds. Work was started in charging vats in St. Croix with this new dip and all vats in St. Croix are expected to be changed to this new chemical by the end of the year.

The hog cholera eradication program started in previous years has not entirely eradicated the disease. However, steady progress has been made which has been brought out by the fact that more pigs are being raised now than ever before. A total of 2,250 pigs were vaccinated during the year.

This year marked the complete eradication of brucellosis from the island of St. Croix. On June 30, 1959, the U.S. Department of Agri-

culture proclaimed the islands certified brucellosis free. This is the first animal disease to be eradicated from the islands.

Under meat inspection activities a new inspector was sent to New York for training in the principles and practices under the Meat Inspection Branch of the Bureau of Animal Industry, U.S. Department of Agriculture. He was given intensive training in hog, beef, sheep, and calf inspection.

The Division of Veterinary Medicine assumed full responsibility for the operation of the meat inspection program in St. Thomas. Live animals brought in for slaughter are now given complete ante mortem

*Statement of appropriations and/or allocations, Virgin Islands Department of Health, fiscal period July 1, 1958-June 30, 1959*

Source	Appropriations and/or allocations	Percentage of appropriations and/or allocations	Obligated and/or expended	Balance	Percentage of obligations and/or expenditures	Matching requirements
General fund.....	\$105,500.00	0.0548	\$105,457.83	\$42.17	0.056	
Internal revenues.....	1,450,000.00	.753	1,449,936.27	63.73	.775	
MCH—A.....	61,305.00	.0318	61,299.31	5.69	.0326	\$1 State for \$1 Federal.
MCH—B.....	31,310.00	.0163	31,310.00	-----	.0167	None.
CC—A.....	61,351.00	.0329	61,342.99	8.01	.0327	\$1 State for \$1 Federal.
CC—B.....	25,462.00	.013	25,461.31	.69	.0135	None.
General health.....	7,816.56	.004	7,417.59	398.97	.004	\$1 State for \$1 Federal.
Veneral disease.....	17,361.21	.009	17,262.83	98.38	.009	Do.
Tuberculosis control.....	8,356.61	.004	8,019.57	337.04	.004	Do.
Mental health.....	25,870.83	.0134	25,610.37	260.46	.0136	\$0.50 State for \$1 Federal.
Heart disease control.....	2,621.41	.0013	2,164.75	456.66	.0011	Do.
Cancer control.....	971.25	.0005	906.41	64.84	.004	Do.
Private contributions (T). Private contributions (C). Water pollution..... Veneral disease, matching. Tuberculosis control, matching. Mental Health, matching. Heart disease control, matching. Cancer control, matching. MCH, matching..... CC, matching..... Water pollution, matching. Hospital construction.....	20,693.94 1,464.26 4,935.38 5,000.00 8,300.00 17,000.00 1,200.00 1,000.00 7,562.00 25,418.00 4,929.00 30,000.00	.0107 .0007 .002 .0025 .0043 .0088 .0006 .0005 .0039 .013 .003 .016	6,537.00 193.47 4,935.38 4,996.90 7,981.13 16,959.64 1,022.50 ----- 7,507.40 25,418.00 3,209.08 -----	14,156.94 1,270.79 ----- 3.10 318.87 40.36 177.50 1,000.00 54.60 ----- 1,719.08 30,000.00 -----	.003 .0001 ----- .0026 .003 .004 .009 .0005 ----- .004 .0135 .0017 -----	
Total.....	1,925,428.45	100	1,874,949.73	50,477.88	100	

SUMMARY OF OPERATIONAL COST

Gross operational cost.....	\$1,874,949.73
Less assets:	
Cash.....	\$92,903.19
Accounts receivable.....	\$274,105.23
Less amounts to be charged against programs, medically indigents, and bad debts.....	109,642.00
	164,463.23
Net operational costs.....	237,366.42
Per capita gross.....	1,637,683.31
Per capita net.....	60.00
	52.41

inspection. They are then slaughtered under the most sanitary conditions possible with our present facilities. The dressed meat is subject to post mortem inspection, and the meat, thus inspected and passed, is shipped by inspected trucks to cold storage establishments which are likewise inspected weekly.

There is serious need for a similar organized meat inspection program in St. Croix. The old abattoir on that island has been out of operation for a number of years and is being offered for sale by the Virgin Islands Corporation. The first step in developing an adequate meat inspection program in St. Croix is the construction of an up-to-date abattoir which will handle the present slaughter and also that proposed for the foreseeable future. It is expected that this facility should be constructed in the coming fiscal year.

### *Bureau of Business Management*

A vigorous attack was made this year on cost analysis, and at the year's end the department was able to come up for the first time with figures giving a reasonably accurate breakdown of cost of operating the medical facilities, divided into several services and sections.

A brief schedule of operating costs follows:

Office of the Commissioner of Health.....	\$194,889.70
Division of Hospitals and Medical Services.....	1,088,811.44
Division of Public Health Services.....	224,460.81
Formula and matching funds.....	361,773.46
Division of Veterinary Services.....	47,232.15
<b>Total.....</b>	<b>1,917,167.56</b>

### *Virgin Islands Department of Health hospital services, July 1, 1958-June 30, 1959*

Section and/or service	Knud-Hansen Memorial Hospital	Charles Harwood Hospital	Fred-eriksted Clinic	Totals	Percentage of gross revenues
Room and board.....	\$106,127.00	\$141,976.50	\$9,536.00	\$257,639.50	53.3
Operations.....	12,060.61	12,220.00	5.00	24,285.61	5.02
Dental services.....	8,307.00	8,028.00	2,676.00	19,011.00	3.9
Outside calls:					
Doctors.....	4.00			4.00	.020
Post partum.....		45.00		45.00	
Drugs and medicine.....	34,223.15	22,534.29	6,628.40	63,385.84	13.11
Physiotherapy.....	2,356.60	404.00		2,760.60	.57
X-ray services.....	10,187.00	8,977.00	13.00	19,177.00	3.97
Ambulance service.....	84.00	672.00	377.00	1,133.00	.23
Laboratory fees.....	22,824.61	11,580.20	1,758.85	36,163.66	7.48
Examinations.....	18,324.80	7,782.00	2,116.00	28,222.80	5.84
All other.....	9,407.72	17,302.55	5,015.60	31,725.87	6.56
Gross revenues earned.....	223,906.49	231,521.54	28,125.85	483,553.88	100.00
Free services.....	165,697.30	164,910.89	24,400.25	355,008.44	73
Net charges to accounts receivable.....	58,209.19	66,610.65	3,725.60	128,545.44	26.6
Total collections.....	46,154.51	24,750.08	1,998.60	72,903.19	15
Accounts receivable June 30, 1959.....	12,054.68	41,860.57	1,727.00	55,642.25	11.5
Accounts receivable June 30, 1958.....	92,604.08	98,318.56	27,540.34	218,462.98	45.2
Cumulative accounts receivable....	104,658.76	140,179.13	29,267.34	274,105.23	-----

The revenue accounting section of the department records total of \$483,553.88 value of gross services rendered to patients. The amount of \$355,008.44, or 73 percent of the value of gross services, is rendered to programs or patients screened as medically indigent.

## Department of Property and Procurement

The Virgin Islands Code which became effective September 1, 1957, continued the previously established Department of Insular Affairs as an executive department, and redesignated it the Department of Property and Procurement.

At the start of the fiscal year, the department showed certain improvements with the appointment of a Commissioner responsible for the administration and enforcement of all laws over which the department has jurisdiction. However, the Commissioner resigned before the close of the year. Plans were made for the overall reorganization of the department under a new Commissioner to be appointed early in the next fiscal year. A program was initiated to locate the entire department in one area, and this was substantially accomplished as the year came to a close.

### *Land Division*

The Land Division was investigated by a special committee of the Second Legislature of the Virgin Islands. The purpose of the inquiry was to "investigate the operation and activity of the land authority and the administration of the laws of the Virgin Islands pertaining to the sale and distribution of homestead lands."

After 2 days of hearings and a field trip to one of the areas administered by the Land Division, the legislative committee rendered its findings and recommendations which were brought to the attention of both the Governor and the Commissioner of Property and Procurement.

The committee reported that it had found irregularities in the allotment and sale of lots and homestead lands to applicants; that priority in the sale of such lands had not been followed in many cases; that applicants to whom land was allotted had abused the intent and purpose of the homestead laws and had, in some cases, used the land for real estate speculation; and, in general, the administration of the Land Division had not shown good judgment in the carrying out of a sound public policy in the sale and distribution of lands under its authority.

The investigating committee of the legislature did not find or report any dishonest acts on the part of any official of the government. Various recommendations were made for legislation to correct loopholes in the homestead laws, and these recommendations, along with



others, are being considered. Following the investigation, the Land Division was directed by the Governor to withhold any further processing of applications for land until a thorough check of its activities could be made to determine what administrative action was necessary.

A total of five new contracts with sale value of \$1,662.65 were entered into for the purchase of homestead land on the islands of St. Thomas and St. John. There were no new contracts for the sale of homestead land on St. Croix. A total of 36 deeds were issued covering homestead sites in St. Thomas and St. John with sale value of \$11,138.61. In St. Croix four homestead deeds were issued with total sale value of \$1,209.

In the field of rent control, a number of inspections of properties, investigations, and counseling of landlords and tenants with regard to attempted increases in rental and other conditions were handled. Twenty-one cases terminated in the promulgation of formal rental orders.

In the field of price control, the seeming unwarranted rise in the cost of basic food commodities to the consumer resulted in a survey to determine the extent of the increase in cost since the last survey of such prices which was made in 1955. This study revealed an average increase in the cost of basic commodities of approximately 38 percent.

At the request of the Governor, an economist from the Research Division of the Economic Development Administration of the Commonwealth of Puerto Rico made a study of this matter and submitted to the Governor, late in the fiscal year, a program for containing the spiraling costs of foodstuffs sold in the Virgin Islands. Considerable publicity was given to this matter and vigorous action is proposed. Since this activity, there has been some reduction in the prices of basic commodities in St. Thomas.

### *Division of Procurement and Supply*

In the procurement and warehouse sections continued progress and efficiency have been maintained with the addition of equipment designed to reduce excess paperwork. In the printing section, funds were finally secured for the purchase and installation of a Linotype machine which should be received early in the new fiscal year.

The procurement section showed an increase in workload as compared to previous years. Direct orders, requests for quotations, telephone bids, orders through the U.S. Treasury Department, Procurement Service, written bids, and contracts totaled 4,792 with a total value of \$3,283,356.47.

The central warehouse maintained its usual growth and furnished many items from stock to the departments of the government at prices



below current local market prices. Stores requisitions processed amounted to \$31,595.96. The inventory at the close of business on June 30, 1959, was \$15,764.75.

The printing and duplicating section handled 261 jobs, not including ordinances and Mimeograph work, with a total of 2,117,871 copies.

### *Virgin Islands Planning Board*

For a portion of the year, the Planning Board was inactive due to the fact that various building, zoning, and land subdivision codes and regulations, previously passed by the legislature, were repealed. The board was reorganized in November 1958 and its membership increased from five to seven members. Thereafter, regular business was conducted.

The board continued its recommendations and suggestions to interested individuals and private enterprises on building, construction, and land development. Proposed land subdivision regulations were drafted and studied by the board and it is hoped that action will be taken on these regulations in the new year. The architect (draftsman) of the Planning Board completed nine plans for homes in St. Thomas and seven in St. Croix. Seven of these homes are in the process of construction. Three are being financed through the Federal Housing Administration.

For some time the board has been endeavoring to add a city planner to its staff to work on a full-time basis to take care of planning problems and to serve as supervisor of a technical staff. By the end of the fiscal year it appeared that a full-time city planner would be on the staff early in the new year.

The board continued to urge all governmental agencies to coordinate early planning with the board to avoid conflicts with existing master plans. With continued cooperation from all groups, public and private, it should be possible for the board to make substantial progress toward its ultimate goal and to win the interested attention of the people of the islands.

Operating expenses of the Department of Property and Procurement were as follows:

Land Division .....	\$47,004.38
Division of Procurement and Supply .....	98,879.13
Office of the Commissioner .....	58,470.90
Virgin Islands Planning Board .....	14,481.57
<b>Total .....</b>	<b>218,835.98</b>

### *Virgin Islands Housing and Urban Renewal Authority*

There are 460 families established in public housing, and yet private landlords have no vacancies on their hands. The Housing Authority,

whose projects are located on sites that contributed less than \$500 a year in tax revenues, now makes payment in lieu of taxes which amounted this year to \$7,316.89.

The authority continued to experience considerable difficulty in the collection of rentals. With the assistance of the U.S. attorney, resort to eviction proceedings is used only when all other efforts have proved futile.

The unusual drought experienced during the first 6 months of the year was costly to the authority, as it had to purchase water from the potable water system of the islands. Occupancy reports indicate that turnover in public housing is extremely low and amounts to less than 1 percent.

The Ludvig E. Harrigan Court, a 70-unit public housing development, now being constructed in the city of Frederiksted, St. Croix, was originally scheduled for completion in October 1959, but because of difficulty in recruiting and retaining qualified labor, it now appears that occupancy of the project will begin within the early months of 1960.

Final drawings for the 264-unit project, yet unnamed, for the city of Christiansted should be completed in time for a bid advertisement in March 1960.

Construction on the Oswald E. Harris housing project, a 300-apartment development, should begin in September or October of the new fiscal year and should be completed and occupied before the close of 1961. The authority acquired the site for this project during the year, bringing an end to a long-drawn-out eminent domain proceeding.

As part of its refinancing program, the authority sold its 15th series temporary loan notes amounting to \$4,147,000. It is expected that permanent bonds for the 300-unit development in St. Thomas will be offered for sale by the spring of 1960.

The authority expects to have applications for survey and planning funds for three projects of urban renewal approved before the end of this calendar year. The project areas are the Barracks Yard in Charlotte Amalie, the Water Gut Area in Christiansted, and the Lagoon Street Area in Frederiksted.

The financial statement of the authority for the year showed:

Operating expenses of all projects .....	\$91, 293. 97
Interest and reduction of principal .....	230, 678. 91
 Total expenses .....	 321, 972. 88
Income from rent charges paid by tenants .....	100, 319. 98
 Deficit .....	 221, 652. 90
Federal contribution .....	221, 652. 90



One of nine buildings in a 70-unit public housing project, under construction in St. Croix.

## Department of Public Safety

During the year additional patrolmen, prison guards, and firemen were employed. The position of administrative assistant for St. Croix was established and filled by a qualified employee of the department. Four new motorcycles purchased for use in the Traffic Division are contributing greatly to more effective control of traffic violations. A special traffic investigator was employed, on a temporary basis, for the purpose of studying traffic problems and to give educational radio talks on traffic safety. These talks were of particular appeal to the Spanish-speaking citizens of the islands.

An improvement within the Fire Division was the erection of a shed at the King's Hill Station on St. Croix to house two firemen and a tank truck to facilitate quicker response to emergencies in the area.

The Government of Puerto Rico assisted the Department of Public Safety by sending a team of traffic experts to make a survey and to advise on traffic problems. A number of excellent findings and recommendations were submitted, many of which have been adopted.

### *Bureau of Investigation*

In addition to investigating all major crimes and processing them through the courts, the bureau continued to fingerprint criminals and

also employees of the various branches of the government, handle alien requests for good-conduct records, and give substantial aid to the U.S. Selective Service in the apprehension of delinquents and nonregistrants.

### *Patrol Bureau*

The addition of new patrolmen enabled the department to spread out its patrol force over a wider area. The excellent results obtained from the employment of additional men points up the request of the department for several more patrolmen to be added during the coming fiscal year. The tremendous growth of the Virgin Islands in recent years has increased the need for a larger patrol force. An in-service training course was given to the men by members of the Federal Bureau of Investigation and officials of the Department of Public Safety.

### *Communications*

The department has obtained permission to construct a radio relay station on a mountain location in St. Thomas for the purpose of increasing the efficiency of its radio communications system. In case of emergencies or disasters, the police network as augmented by this relay station would be the prime source of communication for civil defense in this area.

### *Traffic Bureau*

A vigorous campaign against traffic violators was conducted throughout the islands. In St. Croix, the new radio-equipped motorcycles were of significant assistance to the police in apprehending violators. Warnings were given for first offenses, but subsequent ones were taken to the courts. Approximately 800 traffic tickets were issued, and nearly 80 operators' licenses were suspended.

### *Law Enforcement*

The following figures show activities in this division during this and the previous fiscal year:

	1957-58	1958-59
Criminal cases reported—all Virgin Islands.....	1, 172	1, 271
(a) Handled by Foot Patrol Bureaus:		
St. Thomas-St. John.....	508	349
St. Croix.....	332	534
(b) Handled by Criminal Investigation Bureau.....	332	388



*Vehicular registration and licensing*

	St. Thomas		St. Croix	
	1957-58	1958-59	1957-58	1958-59
Motor vehicles (private).....	1,324	1,673	1,193	1,741
Taxis and rented cars.....	520	788	124	221
Trucks for hire.....	108	77	29	50
Trucks.....	110	73	397	279
Buses.....	7	20	6	12
Motorcycles.....	5	4	24	20
Motor scooters.....	33	42	2	9
Bicycles.....	174	273	334	392
Drivers' licenses:				
Private.....	1,612	2,082	1,965	1,496
Taxi.....	593	733	109	126
Learners' permits.....	748	582	94	187
Motor-vehicle transfers.....	305	575	26	250
Bus licenses.....	13	10	6	6
Traffic tickets issued.....	444	354	251	125
Registration of vehicles.....	\$57,114.54	\$49,575.25	\$37,515.37	\$46,099.03
Fines for traffic violations.....	3,392.00	6,894.00		3,111.00
Visitors' permits.....	5,500.00	7,520.00	871.00	2,199.00

*Fire Division*

There were 206 fires in the Virgin Islands during fiscal year 1959 as compared with 128 in the preceding fiscal year. Value of fire losses in St. Croix was \$55,805, and in St. Thomas \$9,925. A continuous schedule of drills and lectures was carried out throughout the islands to keep members of the fire division constantly in readiness. Inspections were made of all government institutions, including schools, hospitals, and other government buildings, and necessary instructions were given, where needed, for insuring better fire protection. A number of private properties were also inspected and the owners advised to correct existing hazardous conditions.

*Richmond Penitentiary*

During the year inmates of the Richmond Penitentiary on St. Croix assisted community and government agencies in emergencies such as brush fires; searching for lost or drowned persons; cleaning public parks, beaches, and government buildings. They also assisted the traffic division by erecting traffic signs and painting dividing lines on public roads and highways. A block-making machine was obtained and, under the supervision of an inmate skilled in its operation, first-class blocks were turned out. A machine shop was operated by inmates. The prisoners grew vegetables for their own consumption and took great interest in livestock raising. The prison has been provided with its own television set and movies are shown periodically. This personal effort, enterprise, and development program has had a significant effect on the inmates in that several men have al-

ready started correspondence courses from recognized institutions of learning with a view toward rehabilitation and eventual return to useful avocations in society.

### *Civil Defense*

The Commissioner of Public Safety, acting as Civil Defense Director, attended the annual conference of the U.S. Civil Defense Council in New York. Coordinated discussions were held with health and welfare officials relative to food stockpiling in offshore areas of the United States.

The Virgin Islands received from the U.S. Office of Civil Defense radiological detection kits to assist high school teachers in their nuclear energy and radiological detection instructional programs. Two emergency hospital units were received from the U.S. Public Health Service and stored for emergency use.

Operation Alert 1959 was conducted throughout the Virgin Islands with maximum success from the standpoint of response of personnel and auxiliaries, and public cooperation.

### *Wildlife*

Eight honorary game wardens were appointed to assist in controlling violations of game and wildlife regulations. Several publications were issued for the protection of game and wildlife. Sea birds, including the boobie bird, its nests and eggs, female deer, and the white-crowned pigeon are still on the protected list. The wildlife biologist assisted the Department of Public Safety in its program for conservation of game and wildlife.

### *Appropriations*

A total of \$459,960 was appropriated for the Department of Public Safety. Actual obligations were as follows:

Commissioner's Office.....	\$29, 714. 96
Police and Prison Division.....	335, 255. 98
Fire Division.....	90, 943. 72
Police and Fire Commission.....	29. 10
Parole Board.....	67. 85
Home Guard.....	395. 85
Civil Defense.....	1, 518. 24
Total.....	457, 925. 70

## Department of Public Works

### *General*

The sum of \$1,264,782.66 was obligated for the routine functions of the Department of Public Works in St. Croix, St. Thomas, and St. John, including the maintenance of roads, streets, and highways; gar-

bage and rubbish removal service; operation of the sewer and salt water systems; the potable water system; the nightsoil removal service; maintenance of public buildings and structures; and operation of the Virgin Islands Telephone System, the Harbor Division, and the Alexander Hamilton Airport in St. Croix.

The sum of \$1,470,479.49 was obligated for the construction of essential public projects under the internal revenue fund, double "i" program.

### *Water Supply, St. Thomas*

With business on the island of St. Thomas definitely on the upward trend and the number of visitors to the islands at an alltime high due to the expansion of the tourist industry, the scarcity of water to supply the domestic and commercial needs of the island has been greatly felt. Unfortunately, the rainfall on the island of St. Thomas was again below average. The rainfall for the fiscal year 1959 was 33.47 inches compared with 45.48 inches during the preceding year. This rainfall is about 73 percent of the average for the year. Of the total rainfall, only 10.89 inches fell from January 1, 1959, through June 30, 1959, and there were only 11 days on which more than 0.25 inch was recorded. The maximum rainfall recorded during any 24-hour period was 1.60 inches on January 16, 1959.

#### *Rainfall, St. Thomas*

Fiscal year ended—	Inches	Jan. 1 to June 30	Inches
June 30, 1954.....	37.85	1954	10.80
June 30, 1955.....	41.83	1955	9.92
June 30, 1956.....	53.86	1956	22.90
June 30, 1957.....	27.76	1957	10.26
June 30, 1958.....	45.48	1958	23.62
June 30, 1959.....	33.47	1959	10.89

During the year the Department of Public Works pumped a total of 64,204,620 gallons of potable water, an increase of 10 percent over the water pumped during the preceding fiscal year. The chief source of supply during the critical drought year of 1959 was the transportation of water from the naval base at Roosevelt Roads in Puerto Rico, using the government's tug *Carpeake* and barge which were kept in operation around the clock to bring the island of St. Thomas through this crisis. In order to assist and augment the water haul, equipment was rented from a commercial firm in Puerto Rico.

Through the services of this equipment and the assistance of the Navy in selling the island water from Puerto Rico, there was a maximum storage of 9,225,400 gallons or a 46-day supply on October 15, 1958. However, this supply fell to 707,260 gallons, or 3½ days'

supply, by June 4, 1959. The department suffered one of its greatest losses when the government-owned barge sank off the island of St. Thomas. Salvage operations, due to rough seas, were futile. Insurance has been claimed as the barge was fully insured. Fortunately, the Navy Department again came to our assistance with the temporary loan of a large Navy water barge which has been constantly in use since the sinking of the local government's barge.

The cost of potable water brought into St. Thomas, including the cost of transportation, amounted to \$166,822.00, or 85 cents per ton. When to this cost is added the operating and maintenance costs of the potable water plant, the cost of potable water sold to the public in St. Thomas is more than twice its selling price. This matter was brought to the attention of the legislature in its regular session, and a bill was introduced to increase the selling price, but the bill was not adopted.

At the end of the fiscal year there were a total of 328 water consumers, with a pending list of 109 applicants who could not be given service due to the limited supply. The revenue yield was \$68,797.00.

### *St. Croix*

In the island of St. Croix the drought, though not as severe as in St. Thomas, brought to attention the fact that the present pumping capacity is inadequate to meet the demand, especially in the town of Christiansted. A successful well was drilled at the pump station at Concordia yielding better than 30 gallons a minute. It is planned to make further tests in other areas with the hope of increasing the water supply. Total water pumped from the wells at Christiansted was 20,054,351 gallons, and at Frederiksted, 10,056,415 gallons, or a total of 30,110,766 gallons. There are 347 connections in Christiansted to the potable water supply system, and 120 in Frederiksted, or a total of 467 public water connections on the island of St. Croix.

### *Sanitation, St. Thomas*

The demand on the garbage removal service in St. Thomas continues greater than the facilities can efficiently handle. During the year, 34,884 cubic yards of garbage were collected and removed. As the community continues to spread out into the former country areas, there is a constant demand for rural garbage removal. The department collected and dumped 469,260 gallons of excreta in the nightsoil removal service. The sewer service was extended to several districts in St. Thomas.

### *St. Croix*

Garbage removal service was regularly maintained in the towns and, due to the clamor for service in outlying districts, it was ex-



tended to two suburban areas. The department collected and dumped from the Christiansted area 3,824 truckloads, and from the Frederiksted area 2,030 truckloads of garbage and rubbish.

The extension of the sewer system in St. Croix was limited to a total of about 702 feet. The following table reflects a picture of the sewer systems in the towns of the Virgin Islands:

	Charlotte Amalie	Christian- sted	Frederik- sted
	<i>Miles</i>	<i>Miles</i>	<i>Miles</i>
Streets with sewers.....	12.050	6.31	4.8
Streets without sewers.....	3.179	3.70	.2
Total.....	15.229	10.01	5.0

A noteworthy step was taken this year when the legislature adopted a recommendation of the administration that a bill be enacted which would, in stages, provide for the eventual elimination of the nightsoil removal service and the substitution of modern water toilet facilities in all properties in the towns of Charlotte Amalie, Christiansted, and Frederiksted. The act, which was passed by the legislature and approved by the Governor, authorized the Governor to proclaim, from time to time, areas within the limits of the three towns which would, during the course of the ensuing year, be cleared of the nightsoil disposal system, and in which all properties would be connected to the public sewers. It is believed that this procedure will result in the elimination within 5 years of the unsanitary system of nightsoil disposal which has plagued all island administrations for so many years.

### *Roads and Highways*

Most of the work done on the highways and roads of St. Thomas was of a maintenance nature, with periodic trimmings of shoulders and grading and patching jobs being done as necessary. Roadwork of some significance was performed by the widening and construction of two traffic islands on traffic arteries, one of which leads to one of the main hotels.

In St. John maintenance and repair work was performed principally on the Centerline Road with Federal internal revenue tax moneys.

In St. Croix all major improvements to the highway system likewise were performed with internal revenue tax funds as local fund allotments for this purpose were limited and inadequate to maintain the street and highway system of that island.

### *Buildings and Structures*

Funds allocated for this purpose were so limited that only minimal maintenance functions could be undertaken on the public buildings of

St. Thomas. Through the essential public projects funds, several of the public schools on St. Thomas were given a complete repair job and a new kindergarten school was constructed. The public abattoir in St. Thomas was renovated. During the latter part of the fiscal year, work was started on a new emergency housing project at the hospital ground area using prefabricated structures.

In St. Croix, minor maintenance upkeep was carried out on all public buildings, although by special local appropriations, renovation jobs were done to the Grammar School Building, and to the Aldersville Homes at Frederiksted. Major improvements were made to Government House at Christiansted.

In St. Thomas and St. John, 340 building permits were issued at an estimated construction value of \$3,258,753. It is interesting to compare this figure with the corresponding figure of 5 years ago when 242 building permits were issued in St. Thomas with a total construction value of \$964,770. In St. Croix 124 building permits were issued with a construction value of \$1,253,214, compared with 125 permits 5 years ago with a construction value of \$680,809.

### *Telephone Division*

Because of the impending sale of the Virgin Islands Telephone System to private interests, the switchboard and cable facilities throughout the Virgin Islands remained loaded to capacity and very few new subscribers could be taken care of except by changing private lines to party lines.

The Virgin Islands Telephone System is outmoded and outdated, and the local government does not have the funds nor the know-how to develop a new and modern system of telephone communications to keep pace with the rapid progress of the islands.

Recognizing this undisputed fact, over a year ago, a bill was enacted authorizing the Governor to sell the Virgin Islands Telephone System subject to the approval of the legislature. Several months were devoted to the preparation of a report on the condition of the system, followed by advertising for proposals for its sale, the receipt of 25 offers therefor, and their evaluation by a competent board appointed by the Governor, with the technical advice and assistance of experts of the Department of the Interior and the U.S. General Services Administration. By the end of the fiscal year, preparations were being made to submit an acceptable offer to the legislature for approval. It is hoped that the sale of the Virgin Islands Telephone System will be consummated early in the new fiscal year.

At the end of the fiscal year, there were 3,112 telephones installed in the Virgin Islands, with 2,421 subscribers. Total collections from the telephone service amounted to \$325,652.06.

### *Harbor Division*

The St. Thomas Harbor Office was transferred from the Old Harbor Building to new and modern quarters in the Senate Building. During the year 88 naval ships and 341 merchant ships called at the port of St. Thomas with an aggregate gross tonnage of 3,053,415 tons. Of these, 89 vessels were cruise liners.

### *St. Croix*

The need for improvement of the harbor and docking facilities in St. Croix is still urgent and it is hoped that some dredging can be done during the new fiscal year in the harbor of Christiansted. In the port of Christiansted, 887 vessels entered with a total gross tonnage of 63,409. One hundred and ninety-three vessels called at the port of Frederiksted with a total gross tonnage of 267,564. Studies and plans were continued for the construction of a dock at Frederiksted.

### *Airports*

The greatest achievement in the field of public works during the year was the awarding of a contract in the amount of \$1,302,584.92 for the reconstruction of the Alexander Hamilton Airport on St. Croix. Under a use permit issued by the Department of the Interior, responsibility for management of the Harry S. Truman Airport was turned over to the local government late in the fiscal year, and a temporary arrangement was concluded with the Virgin Islands Corporation, the former managers, to continue managing this airport for the account of the Government of the Virgin Islands, at least for the present.

The following tables show traffic at the two airports:

*Harry S. Truman Airport, St. Thomas*

	Landings	Passengers		Revenues
		In	Out	
Caribbean Atlantic Airlines.....	4, 811	87, 372	-----	\$15, 541. 25
BWIA.....	561	2, 400	-----	2, 790. 00
Nonscheduled and private aircraft.....	1, 208	908	-----	1, 425. 79
Military aircraft.....	1, 165	2, 717	-----	-----
Rentals and concessions.....	-----	-----	-----	20, 156. 16
Total.....	7, 745	93, 397	(1)	39, 913. 11

<sup>1</sup> Not available.

*Alexander Hamilton Airport, St. Croix*

	Landings	Passengers		Revenues
		In	Out	
Pan American World Airways.....	348			\$4, 872
Caribbean Atlantic Airlines.....	1, 172			6, 108
Nonscheduled and private aircrafts.....	1, 800			60
Military aircraft.....	340			
Passengers, scheduled airlines.....		33, 266	33, 483	
Passengers, nonscheduled and private planes.....		8, 895	8, 022	
Passengers, military and Government planes.....		1, 360	1, 360	
Rentals and concessions.....				10, 777
Total.....	3, 660	43, 521	42, 865	21, 817

***Fiscal***

The sum of \$1,280,000 was received for the normal operations of the department. In addition to this appropriation, the department received a total of \$470,009.20 from local funds and \$1,572,906.56 from the essential public projects funds for specific public construction and improvement projects. Special allotments from the road fund totaled \$270,000 for general as well as specific road repairs and maintenance.

Obligations were as follows:

**Matching funds:**

Sanitary Division .....	\$347, 830. 76
Construction Division .....	280, 897. 53
Utilities Division .....	226, 324. 65
Administrative Division .....	142, 724. 74
Alexander Hamilton Airport .....	32, 040. 88

Total .....	1, 029, 817. 88
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**General Fund:**

Sanitary Division .....	13, 673. 00
Construction Division .....	9, 469. 71
Utilities Division .....	211, 822. 07

Total .....	234, 964. 78
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General fund: Special projects .....	238, 936. 37
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**Road fund:**

St. Croix .....	133, 327. 38
St. Thomas .....	70, 638. 42
St. John .....	1, 685. 56

Total .....	205, 651. 36
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**Essential public works projects (ii) funds:**

St. Thomas and St. John .....	718, 758. 79
St. Croix .....	751, 721. 00

Total .....	1, 470, 479. 79
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New terminal building, Alexander Hamilton Airport, under construction in St. Croix.

### *Essential Public Projects*

This program in St. Thomas included highway and road improvements, extension to potable waterlines, repairs to several catchment areas and cisterns, extension to sewer and salt water lines, repairs to several public schools, and the reconstruction, including fencing, of the ball park and stadium.

In St. John, most of the work accomplished under this program was done on the highway system which is greatly improved.

In St. Croix, much work was accomplished from the essential public projects fund in improving the many roads and highways in St. Croix, renovation of several buildings, water studies and reports, and extension to the potable water and sewer systems.

## Department of Social Welfare

The powers and responsibilities of the Department of Social Welfare as established by the Social Welfare Act of 1943 were incorporated, with very little change, in the Virgin Islands Code which became effective September 1, 1957, and which provides that the department shall have general authority over and jurisdiction to administer all public social welfare programs in the Virgin Islands, exercise general control over the enforcement of laws relating to social welfare, and shall develop plans and programs aimed at achieving a high level of social welfare throughout the territory.

The department continued to be assisted by two advisory groups, the Virgin Islands Board of Social Welfare and the Citizens Advisory Commission on Youth.

### *Public Assistance Division*

The work of the Public Assistance Division has been marked by a continuing struggle on two fronts: (a) to hold the caseload down to those in direct need so that they may receive help that will be as adequate as possible, despite the small resources available; and (b) to increase resources so that standards of assistance may become more nearly adequate and provide more of the requirements of life for persons entitled to and receiving aid.

During the year assistance grants were increased on two occasions. By special appropriation of the legislature, allowances for food, shelter, and laundry were increased; an allowance for special diets for diabetics was added; and the maximum was removed from aid to dependent children grants.

The 1958 congressional amendments to the Social Security Act raised the Federal ceiling for matching purposes from \$200,000 to \$300,000; changed the matching formula from an individual case basis to an average grant basis, and provided additional money which was used to increase the allowances for all recipients by approximately \$4 per person. Even with these improvements the budget standard was able to provide a grant of only 50 percent of actual need.

The division concentrated on analysis of the caseload in an effort to rehabilitate all possible employables and in an effort to establish eligibility on a sound basis. This, plus continuing improvement in economic conditions and the gradually developing benefits of the old-age and survivors insurance program, has resulted in a reduction of 57 persons (41 cases). Monthly expenditures increased by \$4,282.46 due to improvement in assistance rates.

The following chart shows the monthly caseloads and expenditures by category:

*Comparison of caseloads and expenditures*

Category	Number of persons aided		Expenditures	
	June-1958	June-1959	1958	1959
Old-age assistance.....	620	584	\$144,400.89	\$160,258.31
Aid to dependent children.....	785	777	104,419.27	105,233.28
Aid to the blind.....	21	20	5,604.75	6,354.25
Aid to the disabled.....	103	101	25,776.25	30,063.27
General assistance.....	128	118	30,983.87	33,840.25
Total.....	1,657	1,600	311,185.03	335,749.36

During the year the program continued grants to assistance clients who were not hospitalized to cover medicines and medical appliances prescribed by physicians. Clients received free hospitalization and medicines while they were inpatients of the public hospitals. This limited medical care program for assisting clients has been handled advantageously through the prepayment plan operated by the department's pooled medical fund.

The total assistance expenditures in 1958-59 was \$452,240.99 or 7.8 percent above last year's figure and 6.3 percent more than the fiscal year 1956-57. Expenditures for assistance only, not including administration, totaled \$342,818.12. Federal matching earned this year was \$195,248.58, as compared with \$182,108.91 last year, and all of it was received as this amount was below the Federal ceiling of \$300,000. The local share of the total cost of the program is higher this year (\$256,775) than last year (\$236,954).

### *Child Welfare Division*

Under this division, casework service was provided to 627 children, as compared with 632 last year and 592 in the previous year. Below are tables showing the type of services and distribution of the caseload:

*Caseload distribution by district offices*

	St. Croix	St. Thomas	Total
Children receiving service July 1, 1958.....	196	209	405
Children accepted for service during year.....	104	118	222
Service discontinued during year.....	86	73	159
Children receiving service June 30, 1959.....	214	254	468
Total number of different children receiving services during year.....	300	327	627

*Whereabouts of children receiving service on June 30, 1959*

	St. Croix	St. Thomas	Total
In home of parents.....	93	130	223
In home of relatives.....	35	21	56
In boarding homes.....	28	53	81
In free foster homes.....	27	22	49
In institutions.....	27	23	50
Elsewhere.....	4	5	9
Total.....	214	254	468

### *Foster Family Care*

This program continued active during the year and is still one of the most encouraging phases of the operations of the division. The caseload as of June 1959 was 130, of whom 26 were in free foster homes. Expenditures for foster home board payments amounted to \$32,869.42.

### *Insular Training Schools*

The Boys School continued to achieve a heartening improvement in boy and staff morale. The school provided care for a total of 50 boys, with enrollment averaging around 45 boys. The average age of the boys in residence remained around 14 years. The Department of Education continued to provide academic services to the school. Under the direction of the farmer-counselor, poultry, gardening, and animal husbandry projects were operated.

The division provided requested services to children appearing in the juvenile courts in cooperation with the probation officer. These services will continue until the probation staff has been expanded sufficiently to enable the court to provide the total services needed.

Total cost of operating the division during the year was \$165,172.19, as compared with \$146,725.46 in the preceding year.

These expenses are summarized below:

*Cost of child welfare program, Virgin Islands*

	Insular	St. Croix	St. Thomas	All Virgin Islands
Local funds:				
Child welfare service.....	\$141. 28	\$6, 496. 71	\$6, 332. 83	\$12, 970. 82
Foster home payments.....		14, 936. 75	17, 932. 67	32, 869. 42
Insular training schools:				
For boys.....	66, 293. 77			66, 293. 77
For girls.....	13, 898. 29			13, 898. 29
Total.....	80, 333. 34	21, 433. 46	24, 265. 50	126, 032. 30
Federal funds: Child welfare services and supervision.....	7, 427. 18	16, 624. 96	15, 087. 75	39, 139. 89
Grand total.....	87, 760. 52	38, 058. 42	39, 353. 25	165, 172. 19

### *Division of Institutions and Special Programs*

The Queen Louise Home in an institution for the aged located in St. Thomas with a capacity of 20 beds. At the beginning of the year, there were 11 residents in this home and at the end of the year there were 16 residents. Total cost of operation was \$22,580.44, compared with \$22,122.88 last year.

The Corneiro Home is a shelter care home in St. Thomas with a total of 25 rooms of which 20 were occupied and one held in reserve for emergency temporary placements. Total cost of operation this year was \$4,526.07, whereas rentals collected amounted to \$1,506.50.

Aldersville is a shelter care home in St. Croix. With a total of 31 rooms, it was filled to capacity at the beginning of the year, but as the year ended there were only 27 residents. Total cost of operation was \$1,957.33 and rentals collected amounted to \$1,638.

### *Cancer Care*

It was necessary to continue to send Virgin Islands patients referred by the Department of Health for care at the Puerto Rico Cancer



League even though a radiologist was employed at the Knud-Hansen Memorial Hospital, and deep X-ray therapy was started there. During the year, 10 new cases were referred and 7 repeaters returned for follow-up treatment. This program was financed in St. Croix with government funds and expenditures amounted to \$3,402. In St. Thomas it is financed by the Community Chest, and expenditures amounted to \$2,650.

The Community Chest campaign this year surpassed its goal of \$12,000 by raising a total of \$14,155. Proportionately, expenditures of the Community Chest amounting to \$11,598.64 were close to the last year's record of \$11,860.50. The following is a summary of the traditional Community Chest services as operated during the year:

Program	Cost	Number of clients	Services rendered
Housekeeping and laundry .....	\$2,660.14	12	2,710 cleanings, 1,116 pieces of laundry.
Home nursing .....	2,679.05	24	Increased caseload.
Cancer care .....	2,650.00	10	Hospital bills and travel costs.
Emergency aid .....	1,188.94	-----	Cash grants, furniture, etc.

### *Emergency Housing*

The accelerated building and remodeling boom, particularly in St. Thomas, is transforming many slum areas into high-priced rental residential or industrial developments. At the same time, hundreds of low-income tenants are being deprived of quarters. In their dilemma, they turn to the department for assistance in locating other places and, although they have been helped in many instances, with the rapidly diminishing supply of low-priced rental shelter, the department cannot cope with the continuing demand.

The division conducted a survey of families being evicted by owners who wished to improve their properties. A total of 58 family groups and 43 single adults, or 359 persons were involved. As a result, funds were appropriated to erect emergency housing to assist with this problem until other public housing projects and private buildings can provide adequate housing for low-income families. Although this program is described as being for a temporary emergency, it is anticipated that this housing will be needed for many years. The division has been assigned responsibility for management of this emergency housing program.

### *General*

Grand total expenditures of the Department of Social Welfare amounted to \$696,942.69, of which \$86,913.72 were for insular purposes; \$224,134.11 were expenditures allocated to the islands of St.

Thomas and St. John; and \$385,894.86 were for expenditures allocated for the island of St. Croix. This total cost is distributed as follows:

Central administrative costs-----	\$63, 614. 93
Public assistance-----	412, 975. 04
Child welfare services-----	165, 172. 19
Homes for the aged-----	40, 691. 43
Community Chest-----	14, 489. 10
Total-----	696, 942. 69

## Department of Tourism and Trade

The Department of Tourism and Trade operated four offices: the headquarters office located in Charlotte Amalie; a branch at Christiansted, St. Croix; a Puerto Rico office located in the city of San Juan; and a New York City information office. There was also maintained an information booth at the Alexander Hamilton Airport in St. Croix.

The department operated mainly as a department of tourism. However, funds were made available in the budget for fiscal year 1960 for staffing the Division of Trade.

### *Promotional Program*

The promotional program as in previous years was based on advertising, literature, solicitation, and publicity.

Continuing to recognize the importance of personal contacts, solicitation trips were made by the Commissioner and various members of the staff during the year. For the first time the chambers of commerce of both islands and the Department of Tourism and Trade worked jointly to sell the vacation advantages of the Virgin Islands at the 28th Annual Travel Congress of the American Society of Travel Agents held in New York in October 1958. The Governor made a special trip for the express purpose of attending this convention. The Governor and the Commissioner also attended the annual meeting of the Southeastern Chapter of Travel Agents held in Nassau, Bahamas, in May 1959. The Commissioner was designated by the Governor as the official representative to the Caribbean Tourist Association meeting held in Bogota, Colombia, in May 1959.

The publicity campaign of the department included the writing and publishing of many articles, and the publicity office served as liaison for directing writers and photographers to the islands. This has resulted in voluminous free publicity for the islands.

A full-page advertisement in Spanish appears in a newspaper with the largest circulation in Puerto Rico. This is a joint venture between the Department of Tourism and Trade and the Commonwealth Public Relations office of Puerto Rico.

The department's photographic file was maintained and enlarged. It has now an up to date and complete file in the form of contact

prints, captioned and numbered, from which prints suitable for reproduction are furnished on request.

The two main local events in which the department participated were the Virgin Islands Carnival and the St. Croix Festival. Assistance was given by providing trophies, and local and stateside promotion and publicity. The department also assisted with the Women's League cleanup campaigns, the local athletic clubs, the St. Croix Landmarks League, the museum committees of both islands, as well as the United Service Organizations (USO) in arranging entertainment for visiting servicemen.

### *Transportation Services*

The Virgin Islands continued to be served by the Caribbean Atlantic Airlines, British West Indian Airways, and Pan American World Airways. Traffic on Caribbean Atlantic Airlines increased almost 30 percent. British West Indian Airways increased their service to daily flights which resulted in more than 900 additional passengers making stopovers in St. Thomas. Pan American World Airways maintained the same service to St. Croix only, but increased their traffic by 800 stopover passengers above the previous year.

With the ever-increasing number of airlines using San Juan, P.R., as a terminal or stopover point, the traffic flowing to the Virgin Islands from these "feeder" lines has shown a material increase. Delta Airlines, Eastern Airlines, Pan American Airlines, and Trans-Caribbean Airlines increased their advertising campaigns for the Caribbean area from which the Virgin Islands received excellent publicity.

The continued bimonthly service maintained by the steamship *Evangeline* of the Eastern Shipping Corp. between Miami and St. Thomas for approximately 8 months of the year has proved a boon to the merchants of the Virgin Islands and has done much to level out the curve of the tourist traffic and revenues.

For the first time this year a large transatlantic cruise ship visited St. John. It is anticipated that in the next fiscal year cruise ships will also resume visits to St. Croix.

The table below graphically illustrates the increase in cruise ship visits to St. Thomas:

Year	Number of cruise ships	Number of passengers	Year	Number of cruise ships	Number of passengers
1949-50.....	15	7,692	1954-55.....	33	16,000
1950-51.....	7	3,124	1955-56.....	36	18,500
1951-52.....	12	5,293	1956-57.....	48	22,035
1952-53.....	20	12,300	1957-58.....	74	35,420
1953-54.....	30	13,323	1958-59.....	89	36,900

*Tourist Visitors*

From 16,000 visitors in 1949 to 164,000 visitors in 1959 is a 10-year record in which the Virgin Islands can take great pride. The table below giving the figures for fiscal year 1959 is interesting. Combined with the preceding tabulation on cruise ships, this table shows the healthy steady growth of visitors to the Virgin Islands:

Visitors	St. Thomas-St. John	St. Croix
Caribair .....	73,600	28,000
Cruise ships .....	37,000	
Pan American .....		3,400
British West Indian Airways .....	2,400	
Armed services, private yachts, regular steamers .....	18,000	1,600
Total .....	131,000	33,000
Grand total .....		164,000

*Estimate of Gross Tourist Expenditures*

The following table shows tourist expenditures in various categories during the past year. As in previous years, this tabulation shows that retail tourist establishments of St. Thomas produce more tourist revenues than the hotels, whereas in St. Croix, for the first time hotel revenues have surpassed the retail establishments there. Gross tourist expenditures for St. Thomas and St. John increased approximately 33½ percent, while those of St. Croix doubled in the past year.

	St. Thomas-St. John	St. Croix
Hotels and guesthouses .....	\$6,100,000	\$3,350,000
Retail tourist establishments .....	7,800,000	1,800,000
Bars, restaurants, and nightclubs, not including hotels .....	670,000	258,000
Other tourist interests .....	1,550,000	210,000
Total .....	16,120,000	5,618,000
Grand total .....		21,738,000

The average expenditure per tourist in the shops was \$59.50 in St. Thomas and \$54.50 in St. Croix. Both these revenue figures represent an encouraging increase. The average income per bed on the islands of St. Thomas and St. John was approximately \$3,850 and in St. Croix \$4,200. Again, the heartening figure for St. Croix can be attributed to general increase in the number of visitors, increased hotel capacities, increase in the average length of stay, and excellent off-season business.

Reviewing activities in the area of tourism in the three past fiscal years, we find that total tourist visitors in 1956-57 were 120,335; in 1957-58, 132,000; and in 1958-59, 164,000. The estimated gross tourist





The growth of tourism is demonstrated by three cruise ships at dock in St. Thomas at the same time. From 16,000 visitors in 1949 to 164,000 in 1959.

expenditures in 1956-57 were \$13,170,000; in 1957-58, \$16,070,000; and in 1958-59 they were \$21,738,000.

The total expenditures of the Department of Tourism and Trade were \$163,507.18, as compared with \$88,976.05 in the preceding fiscal year. It is particularly interesting to note that of this total expenditure, only 21.4 percent was for salaries, whereas 70.9 percent was expended for advertising, literature, solicitation, travel, and community activities.

### Selective Service Operations

Aside from the 807 men inducted from the Virgin Islands during World War II plus 128 enlistments, the selective service operation boasts 1,217 inductions since 1950 and approximately 600 direct or initial enlistments. In addition, 539 armed services Standby Reservists have been screened as to their availability to the armed services for recall to active duty in time of emergency.

#### *Registration*

As of June 30, 1959, a total of 4,128 men were registered in the Virgin Islands, reflecting an increase of 307 during the year. In keeping with the present order of selection of registrants for induc-

tion, the age distribution of the total registration is tabulated below and represents such inventory from an estimated population of 30,000 persons in the islands :

	Local board No. 54-1	Local board No. 54-2	Total
17 to 18 years of age.....		3	3
18 to 18½ years of age.....	46	51	97
18½ years and above liable for service.....	1,399	1,364	2,763
(a) Classified available under 26 years.....	(330)	(317)	
(b) Classified not available, or in service.....	(1,061)	(1,045)	
(c) Over 26 years, liability extended.....	(8)	(2)	
26 years and above—over age of liability for service.....	729	411	1,140
Not yet classified.....	78	47	125
Total.....	2,252	1,876	4,128

### *Classification*

The two local boards serving St. Thomas, St. John, and St. Croix met at least once each month and accomplished 547 separate classifications and actions.

The quota for the Virgin Islands was 55, identical to that of the preceding year. Sixty-one men were actually inducted, all going to the Army. Volunteers decreased in the early part of the year, but increased shortly thereafter and continued to be the prime source of manpower for induction. By the end of the year, volunteers had increased from 15 pending induction to 44. This rate of volunteer activity is expected to continue during the next fiscal year. Of 61 inductions, 49 were volunteers.

Enlistment activity showed little change from that of the previous fiscal year, although the total decreased from 109 to 81. Enlistments in the Army were more active than other services, 55 as against 70 for the previous year. Enlistments by branch of service, inductions, and separations are tabulated below :

Branch of service	Enlist- ments	Induc- tions	Total gains	Total separations reported
Army.....	55	61	116	117
Navy.....	13		13	8
Marine Corps.....				3
Air Force.....	13		13	20
Coast Guard.....				
Total.....	81	61	142	148

*Standby Reserve*

During the year there was an overall increase of 101 Standby Reservists in the Virgin Islands. There were 539 members of the Standby Reserve as follows:

Army -----	483
Navy -----	4
Marine Corps -----	19
Air Force -----	32
Coast Guard -----	1
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Total -----	539

Total operating expenditures amounted to \$28,551.59.

**Virgin Islands Employment Service**

The Virgin Islands Employment Service was reestablished as an independent agency of the Government of the Virgin Islands under the Office of the Governor. It is financed entirely by grants from the U.S. Department of Labor.

With a total of 3,077 workers placed on jobs during the year, job placements increased 9.5 percent over the past fiscal year. There was a 92 percent increase in the number of placements of skilled and semi-skilled workers. Continued efforts were made to recruit workers in Puerto Rico but the results were not encouraging as there is no significant difference in wages between Puerto Rico and the Virgin Islands.

The demand for alien labor to fill the need for hotel service workers, farmhands, and other agricultural and nonagricultural workers remained constant. Two thousand and eight non-agricultural openings were certified for the importation of alien workers. Approximately 1,000 other openings were certified for the importation of agricultural workers.

There has been no lessening in the need for outside workers to augment the local labor force. The jobs now held by aliens in the Virgin Islands have achieved a permanence far beyond the intent of the program. Although the fact exists that the local labor force does not meet the present demand for workers, careful consideration has to be given to the effect of the employment of foreign nationals on the area wage and salary structure.

The Virgin Islands Employment Service also conducted counseling interviews serving high school seniors; school dropouts; the mature worker who, because of age or industrial and economic changes, finds that his skill is no longer in demand; the ex-serviceman, with little or no industrial or commercial experience; and other similar categories. The Employment Service also administered occupational testing to high school seniors and specific aptitude tests to others in order to give employers the advantage of hiring test-selected applicants.

In January an economic outlook for the year was prepared and published. Highlights of the findings were that the Virgin Islands are experiencing a boom in the construction of new private homes and the renovation and improvement of old dwellings, retail stores, and shops; that representatives of several manufacturing firms in the United States have inquired or have conducted local spot surveys of economic conditions with a view to locating additional small plants in the area; that gross revenues for the wholesale and retail trade will reach an alltime high; that real estate values, already high on all islands, continue on the rise.

The findings of this economic study also indicated that the price levels of commodities, especially foodstuffs and rental or purchase real estate, are rising at a considerably greater rate than wages and salaries and that, if the need for importation of alien labor reflects the employment situation as a whole in the area, it might be assumed that the labor market area in the Virgin Islands could be classified as one of substantial labor shortage in many occupational categories.

Summary of employment service activities is contained in the following table:

*Summary of Employment Service activities*

New applications.....	1, 854
Counseling interviews.....	460
Employer visits.....	409
Promotional telephone contacts.....	545
GATB's administered.....	162
Specific aptitude tests administered.....	416
Proficiency tests administered.....	42
Placements (nonagricultural).....	3, 061
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Professional and clerical.....	238
Skilled and semiskilled.....	1, 225
Unskilled.....	833
Service.....	729
Daywork and casual.....	36
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Placements (agriculture).....	16



*Claims activities*

## Veterans' claims:

New intrastate claims.....	13
Total weeks unemployment compensated.....	457
Total amount of compensation paid.....	\$11, 475. 00
Total number of final payments.....	14

## Federal employee claims:

New intrastate claims.....	31
Total weeks unemployment compensated.....	212
Total amount of compensation paid.....	\$4, 069. 00
Total number of final payments.....	5

## TUC claims (to close of program, July 4, 1959):

New intrastate claims.....	103
Total weeks unemployment compensated.....	511
Total amount of compensation paid.....	\$13, 497. 00
Total number of final payments.....	10

## Ex-servicemen's claims:

New intrastate claims.....	41
Total weeks unemployment compensated.....	118
Total amount of compensation paid.....	\$4, 743. 00
Total number of final payments.....	0

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Total benefits paid, all programs..... \$33, 784. 00

The Virgin Islands Employment Service operating budget amounted to \$74,646.

**Municipal Courts***St. Croix*

A total of 1,504 cases were added to the calendar of the Municipal Court of St. Croix as follows:

Preliminary hearings.....	46
Criminal cases.....	424
Civil cases.....	436
Traffic cases.....	343
Juvenile domestic relations cases.....	132
Conciliation hearings.....	123

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Total..... 1, 504

Of these, 1,437 cases were terminated. The overall increase of cases terminated as compared with those terminated in the previous fiscal year is 380, or 36 percent.

By an agreement between the National Park Service and the Government of the Virgin Islands, the Municipal Court relinquished its quarters located at the fort in Christiansted and moved to Government House. Sessions of the Municipal Court are held in the District Courtroom.

By the end of the fiscal year the uniform traffic ticket prescribed by rules of the municipal courts had been printed and it is expected

that uniform traffic ticket procedure will be established by the Department of Public Safety early in the new fiscal year. In connection with this activity, the office of Violations Clerk will be established for the purpose of accepting pleas of guilty and collecting fines for those offenses which do not have to be tried by the court.

There were 115 marriage licenses issued. Of these, 108 marriages were reported as follows:

Roman Catholic Church.....	31
Municipal Court.....	31
Lutheran Church.....	12
Anglican Church.....	12
Moravian Church.....	7
AME Church.....	7
Seventh-day Adventist Church.....	3
Jehova Witness Church.....	2
Spanish Methodist Church.....	1
Pilgrim Holiness Church.....	1
Pentacostal Church.....	1
Total.....	108

There were seven coroner's inquests during the year.

The number of matters handled by the Municipal Court of St. Croix has increased. It is anticipated that they will continue to increase. Citizens are making good use of the conciliation division of the court wherein matters of a civil nature may be heard by the judge in private chambers. Expectations are that there will be an increase in the income of the court as the result of the passage of legislation increasing the fees collected by the court for civil matters and marriage licenses. It is also expected that more traffic fines will be collected with the enforcement of the uniform traffic tickets.

The operating cost of the Municipal Court of St. Croix was \$24,971.77. An amount of \$6,224.65 was collected from criminal and traffic fines, fees for civil cases, and marriage licenses.

### *St. Thomas and St. John*

During the year, 2,786 cases were disposed of. This was an increase of 20 percent over the preceding fiscal year. Divisionally, they are as follows, including preliminary hearings:

Criminal cases.....	1,452
Conciliation division.....	397
Civil and small claims.....	834
Juvenile and domestic relations division.....	103
Total.....	2,786

Two hundred and five marriage licenses were issued. Of these, 195 marriages were reported as follows:

Anglican Church.....	26
Calvary Baptist Church.....	1
District Court.....	2
Dutch Reformed Church.....	1
Jewish Synagogue.....	1
Pilgrim Holiness Church.....	2
Lutheran Church.....	18
Methodist Church.....	50
Moravian Church.....	22
Municipal Court.....	32
Roman Catholic Church.....	35
Seventh-day Adventist Church.....	5
Total.....	195

There were two coroner's inquests during the year.

Although extensive repairs and improvements were made to the courtroom and offices in recent years, the age of the building is such that major repairs are once again necessary, but these are not economical for the reason that there is insufficient space for the personnel and equipment of the court.

This inadequacy of space and unsuitability for the court's present personnel emphasize the desirability of giving thought to the construction of a suitable building to house the courts of the islands and other important departments.

The Conciliation Division, as in St. Croix, continued to be an important part of the court's activities. A large number of citizens look to this division of the court for guidance and help.

Due to delay in printing, as mentioned in the St. Croix section, the uniform traffic ticket prescribed by the Virgin Islands Code, with its attendant beneficial procedure, could not be placed in use during the year. This phase of the court's activities will become effective during the new fiscal year.

One of the immediate needs of the community in St. Thomas as well as in St. Croix, is for detention centers where children may be temporarily detained and cared for pending the Juvenile Court's disposition of their cases.

Since the appointment of a probation officer, this office has rendered valuable services to the court by providing it with presentence reports and by supervising probationers and reporting to the courts their progress or retrogression.

The total cost of operating the Municipal Court was \$24,617.75. A total of \$12,180.45 was collected from court fines, court costs and

fees, notary fees, and other miscellaneous charges, representing an increase of 73.8 percent over the preceding year.

## Conclusion

This report shows marked improvement in the operations of the Government of the Virgin Islands during the past year. It shows also that considerable strides have been made in the advancement of the economy of the islands. The new administration has recognized that a comprehensive program for the continued development of the economy of the islands must, of necessity, depend upon the composite energies and interests of all the people. The Governor has called and will continue to call upon leaders in all spheres of community life to counsel the administration in developing programs designed to promote the cultural, economic, political, and social welfare of the territory and its people.

The objective of the administration, the objective of the legislature, and the objective of the people they represent, must be one and the same, namely, the advancement of the well-being of the people of the Virgin Islands and the creating of conditions to make these islands a showplace of democracy. In his inaugural address, the Governor promised that he would work diligently in gathering around him a group of young as well as experienced native leaders who would add vitality to the government and provide first-class leadership for the future. By the end of the year, the Governor's cabinet—for the first time since the 1954 Organic Act was enacted—was nearly complete, and active and intelligent teamwork was being developed for the solution of the problems of the territory.

With the islands' total revenues from local sources approaching a figure which should—in the next 2 years—balance the territorial operating budget without Federal matching funds, consideration may now be given to meeting the aspirations of the people for a greater voice in their government when they are self-supporting. Unquestionably, the present administration, under President Dwight D. Eisenhower and Secretary of the Interior Fred A. Seaton, has provided the territory with the closest approach to self-government which they have ever enjoyed.

The provision of a Resident Commissioner for the islands in the Congress of the United States, and the eventual election of the Governor by the people of the territory, are the next steps which may be considered in due course in the wisdom of the Congress of the United States. The islands are achieving a degree of intelligent leadership and financial responsibility which appear to make these goals entirely possible of achievement.









